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ABSTRACT

This course manual is intended for use in training Veterans Administration line managers and supervisors who have responsibility for work organization, position design, and manpower utilization. Contents are in five sections. Section I gives a brief overview of instructor information: course purpose, objectives, methodology, schedule (five two-hour sessions), class size, seating arrangements, and materials and equipment. Twelve lesscn modules are presented in section II. By title they are as follows: Welcome and Introduction; What Is Position Management and Why the Concern about It?; Current Regulatory Requirements; Cost Benefit Considerations in Work Organization; Job Analysis; The Basic Tool for Effective Position Management; Principles of Effective Job Design; Job Design for Motivation; Organizational Design above the Non-Supervisory Level; Adjusting to Position and Staffing Imbalances; Developing a Plan of Action to Attain Position Management Objectives; A Position Management Committee Workshop; and Summary and Conclusion. Each module includes lesson objective, length of time for module, instructional method, materials needed, key points to be made, and directions for the use of materials and equipment. Section III contains a list of readings to be read by each class participant before the first class meeting. Master copies of twenty class handouts and eleven transparencies are included in section IV and V respectively. (JH)

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Cost-Effective Position Management

A Training Program for Local VA Management

VETERANS ADMINISTRATION

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Office of the
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CONTENTS

Part I	Instructor Information
Part II	Lesson Plan
Part III	Advance Readings
Part IV	Handouts
Part V	Transparencies

Instructor Information

PURPOSE

This course has been developed for VA line managers and supervisors who have responsibilities for work organization, position design, and manpower utilization. It presents a broad range of material which will give participants a comprehensive view of position management principles as well as techniques, of organizational problems, and the personnel management implications of both good and bad position management practices.

OBJECTIVES

There are five objectives for this course. At the conclusion of the training, participants should be able to:

1. Define position management and tell why there is concern for it.
2. State their responsibilities in the VA position management program and describe the obligations they have as an official with position management authority.
3. Identify potential advantages and disadvantages of alternate organizational arrangements.
4. Analyze tasks and work operations as a basis for designing positions that will bring about economies and maximum skills utilization.
5. Develop a plan for management action to meet position ceiling and average grade objectives.

METHODOLOGY

The course is designed to give participants theory and practice in various aspects of position management through a combination of presentations and workshop activities. A common framework of basic knowledges about the subject is provided in the Advance Readings so that going over background information about position management in class is kept to a minimum.

SCHEDULE

The course consists of 12 modules of material and is meant to be covered in five 2-hour sessions, preferably over a week's time. A detailed schedule is included at the front of the Lesson Plan.

INSTRUCTOR

One person well-versed in the subject matter should conduct the entire course. This avoids overlap and duplication of material that might occur with more than one instructor and unnecessarily take up classroom time.

By structuring the course with frequent workshop activities it is intended that the participants will actually teach themselves to a large extent. The role of the instructor therefore becomes one of a resource person: an extension of the class who presents the basic information and oversees the practical exercises. This role should be explained to the participants at the outset. It should also be pointed out that the instructor is not an expert in the field of position management and probably will not have a ready answer for every question. In fact, for many questions and even some of the case studies used in the course, there is no one correct answer or solution. In such instances, the examination of the problem at close range by the participants is more important than the answer they come up with.

CLASS SIZE

Optimum class size is 16-20 persons. For a good part of the time participants will be engaged in work groups, each of which should consist of 4-5 people for maximum effectiveness.

SEATING ARRANGEMENTS

Since the class will frequently work in small groups, it is easiest to seat participants at tables, each holding 4-5 people. Experience has shown that mixing groups during the course is an advantage for the participants since it brings each person into contact with more class members. It is recommended that this be done at the start of Module 9.

MATERIALS AND EQUIPMENT

The materials that participants will need for reference and for the workshops during the course are contained in the Advance Readings and Handouts sections of this guide. These materials are available as "Appendix to TG 05-23." One set should be requisitioned for each participant well ahead of the course starting date. The Advance Reading Lists and the reprints are to be distributed to the participants as early as possible and the handouts retained by the instructor for use in class.

In addition to this guide, the instructor will need these references at the points indicated during the course:

Item	Module(s)
CSC Bulletin 250-7	3
VA Circular 00-76-40	3, 8
FPM Chapter 312	4, 6, 7

In the Transparencies section of this guide are examples of suggested slides that should be prepared locally for use on an overhead projector to highlight various key points in some of the presentations. While these are not mandatory for the conduct of the course, they are strongly encouraged to give visual emphasis to the material.

An agenda for the course, showing dates and topics, should be developed on the station and distributed at the opening session. It is suggested that the course objectives cited above also be printed and given to each participant.

The only equipment needed is a blackboard, or large flip chart, and (if slides are used) a projector.

LESSON PLAN

The Lesson Plan has been designed to allow as much flexibility as possible in the presentation of the material. With a large amount of class time scheduled in the Plan for workshop activities it is possible for the instructor to condense or expand particular modules to meet the particular needs of the participants. Likewise, the Lesson Plan can be restructured or used only in part if the station desires to conduct specialized training in certain subject areas.

The Lesson Plan is arranged in a three columnar format. Under "Key Points" are shown the major subject headings for the course content and classroom activities. The "Content Outline" column provides the instructor with the basic information to be presented. It is *not* all-inclusive, but should be supplemented to suit local needs and situations. The "Special Action" column gives directions for the use of materials and equipment.

Lesson Plan Schedule

Module		Time
	DAY ONE	
# 1	Welcome and Introduction	15 min.
# 2	What is Position Management and Why the Concern About It?	20 min.
# 3	Current Regulatory Requirements of Position Management	10 min.
# 4	Cost to Benefit Considerations in Work Organization	75 min.
	DAY TWO	
# 5	Job Analysis: The Basic Tool for Effective Position Management	50 min.
# 6	Principles of Effective Job Design	70 min.
	DAY THREE	
# 7	Job Design for Motivation	50 min.
# 8	Organizational Design Above the Non-Supervisory Level	70 min.
	DAY FOUR	
# 9	Adjusting to Position and Staffing Imbalances	80 min.
#10	Developing a Plan of Action to Attain Position Management Objectives	40 min.
	DAY FIVE	
#11	A Position Management Committee Workshop	90 min.
#12	Summary and Conclusion	30 min.

Module 1

Welcome and Introduction

OBJECTIVE: To get training course properly underway.

LENGTH OF MODULE: 15 minutes.

INSTRUCTIONAL METHODS: Presentation.

MATERIALS USED: Course agenda.
Transparency #1.

Key Points	Content Outline	Special Actions
	Call training session to order.	
Introduction.	Instructor should introduce self and explain role as a resource person, more than as a "teacher".	
Welcome.	A. Welcome the participants to the training course.	
	B. Call attention to the variety of services/divisions represented.	
Administrative details.	A. Review course agenda, discuss details of meeting times and place.	Have participants pull agenda out of packet.
	B. Explain structure of the course, planned working arrangements, and emphasize that in all sessions there is to be active participant involvement, plain-speaking, and concern with real problems.	
	C. Attempt to set a tone of informality, encourage interruptions for questions, comments, or challenges at any time.	
Opening remarks by station Director.	. . . . .	
Course objectives.	Go over the objectives of the course, pointing out the order of progression and their use as a basis for the agenda.	Read objectives aloud; show as a transparency (#1) if available. Explain or elaborate as necessary.
Questions	Answer questions before proceeding.	

Module 2

What is Position Management and Why the Concern About It?

OBJECTIVE: To prepare participants for subsequent sessions by achieving a common understanding of the "what" and the "why" of position management.

LENGTH OF MODULE: 20 minutes.

INSTRUCTIONAL METHODS: Presentation.

MATERIALS USED: Handout #1, "The Concept of Position Management"
Transparency #2.

Key Points	Content Outline	Special Actions
Begin to define position management (PM)	A. Point out that "position management" can mean different things to different people.	
	B. Differences are influenced by such things as the person's	
	1. Amount and kind of experience as a supervisor,	
	2. Knowledge of general management techniques and personnel practices.	
Determine what PM means to the class.	A. Have participants tell what they think "position management" means.	Capsulize responses on the blackboard for later reference.
	B. Have participants fill out Handout #1 independently.	Distribute Handout #1 and read instructions aloud.
	C. Lead a discussion on the statements on Handout #1, asking participants to tell why they did or did not check each.	
Arrive at a definition of PM.	A. Explain that each of the statements have something to do with PM because that is the term used to describe management actions involved in organizing work to accomplish assigned missions.	
	B. Point out that "position management" is what managers do when they decide such things as:	
	1. How many people are needed to accomplish the work assigned to the manager.	
	2. What kinds and levels of skills and knowledges employees must have.	
	3. What duties and responsibilities individual positions should have.	

Key Points	Content Outline	Special Actions
	4. How positions should be organized.	
	5. Whether particular positions are needed.	
Definition of PM.	A. Define position management as:	Write this definition on the blackboard or show as transparency (#2).
	"The assignment of duties to positions and the structuring of positions to form an organization that provides for the orderly and economical accomplishment of work through efficient methods and practices while effectively developing and utilizing employee skills and abilities."	
	B. Conclude by making the point that PM can be good or poor, sincere or capricious, analytical or "by the seat of the pants." When performed fully, it includes the mechanisms of position control and job design as well as consideration for the optimum development and use of people's skills and energies.	
Background of PM in the Federal government.	A. The current focus on PM stems from the interest of the Administration to reduce unnecessary costs in government.	
	B. This concern is *not* new. In fact, it dates back to the early 1960's when a Bureau of the Budget report identified management deficiencies in the Executive Branch leading to expanding employee rolls, spiraling salary costs, and grade escalation. . .essentially the same kinds of problems facing us now.	

Module 3

Current Regulatory Requirements of Position Management

OBJECTIVE: To review with participants the current Civil Service Commission and VA directives on position management and identify the responsibilities of those agencies and the various levels of management.

LENGTH OF MODULE: 10 minutes.

INSTRUCTIONAL METHODS: Presentation.

MATERIALS USED: CSC Bulletin 250-7
VA Circular 00-76-40

Key Points	Content Outline	Special Actions
Basic source document for PM.	Our present plan of action for dealing with the problems of expanding employee rolls, spiraling salary costs, and grade escalation is contained in CSC Bulletin 250-7. Briefly review this directive as it is the basic source document for our postion management program.	
Problems and objectives.	Paragraph 1 (page 1).	Read cited parts of CSC Bulletin 250-7 aloud.
CSC responsibilities and timeframe.	Paragraph 2 (page 1).	Use blackboard to list key points during review.
Agency responsibilities.	Paragraph 3 (page 2).	
Line management responsibilities.	Paragraph 6 (page 3).	
Summary.	Summarize key points of the Bulletin: 1. Immediate action required. 2. Mandatory nature of the program. 3. Roles of the CSC, top agency officials, and line supervisors.	
VA Circular.	To implement the broad guidelines of CSC Bulletin 250-7, we have our own directive within VA: Circular 00-76-40. As above, briefly review these paragraphs: 3. **Policy**	Point out in 3b the statement: "Position Management applies to positions in all pay plans."

Key Points	Content Outline	Special Actions
	4. **Responsibilities**	
	5. **Implementation**	
Questions.	Discuss questions participants may have about what "position management" is, why it is important, or what the responsibilities are of the various levels of management.	

Cost to Benefit Considerations in Work Organization

OBJECTIVE: To provide participants with an understanding of the factors to be taken into account in the organization of work and job structuring and to recognize and evaluate the cost to benefit considerations in position management.

LENGTH OF MODULE: 1 hour and 15 minutes.

INSTRUCTIONAL METHODS: 35 minute presentation.

40 minute workshop, with last 20 minutes reviewing group responses, discussing alternate plans for cost to benefit considerations, and going over solution to workshop problem.

MATERIALS USED: FPM Chapter 312, pages 3-7, and Appendices A and B
Handout #2, "The Widget Production Plan"
Handout #3, "Answer to Widget Production Plan Workshop"
Transparencies #3, 4, and 5.

Key Points	Content Outline	Special Actions
Management has a number of overall objectives and goals in the organization of work and design of positions.	A. Management objectives in organizing work and designing individual positions are varied. B. Among these, for example, are: 1. Orderly and timely accomplishment of the mission work; 2. Efficiency in operations; 3. Economy in operating costs.	Refer to FPM Chapter 312, Para. 2-1a, for additional information.
Objectives are not mutually compatible.	A. Considered in detail, these management objectives will reveal that there are conflicts. B. Orderly and timely accomplishment of the work brings into play the matter of productivity. High productivity may in many instances be translated to mean highly skilled and well trained personnel to do the work. When we think of high skill levels, this may well mean high grades and salaries to attract and retain such personnel. This then begins to conflict and compete with the management objective of economy in operating costs. C. On the other hand, having all lower paid employees in a unit will achieve the objective of an economical operation, but such an organization may encounter serious productivity problems. The unit may simply not have the expertise to accomplish its mission.	

Key Points	Content Outline	Special Actions
	D. Remember that the jobs designed by management are to be performed by individual persons as employees. Employee factors must be taken into account, with consideration being given to design for employee satisfaction and motivation. Failings in this respect may produce high turnover, resulting in increased recruiting and training costs, as well as production slippage. We will discuss motivation more thoroughly later.	
	E. There is also the aspect of Upward Mobility, as part of the EEO program; yet Upward Mobility considerations likewise may conflict with some other management objectives. For example, career field structuring for low entry-level hiring may not be in the best interest of high productivity and may also accelerate training costs.	
	F. Finally, positions cannot be structured without considering labor market conditions. This includes consideration of current and projected employees on the rolls and likely to continue in their employment, as well as outside available skills that can be obtained and retained.	Cite example such as establishing a nuclear medicine technologist position when there are no qualified candidates available.
Management must strike a proper balance through analysis and cost to benefit considerations.	A. Management must weigh and balance all of these various factors in setting out to achieve the objectives we spoke of at the outset. Then it must make a decision in striking an optimum balance among them.	
	B. This brings into play the concept of cost to benefit. Cost to benefit considerations related to position management involve analysis to determine the relative advantages and disadvantages of varied possible arrangements of work organization and position design.	Show transparency (#3) of Cost to Benefit Considerations.
Total management considerations come into play.	A. A full cost to benefit analysis involves *total* management consideration in the sense of manpower, money, materials, and methods.	
	1. The manpower, or employee considerations, will be dealt with in some depth later in the course.	
	2. These largely relate to most of the 10 itemized factors listed in FPM Chapter 312. Go over these individually with the class.	Write on blackboard or show as a transparency (#4) the 10 factors in FPM Chapter 312, Para. 2-2a.
	B. The money, materials, and methods – particularly the latter two as they interrelate with the availability of money – are key considerations.	

Key Points	Content Outline	Special Actions
Planning position or work assignments for employees requires there be an orderly process.	A. Effective position design, giving consideration to total management goals, demands a systematic, though not necessarily a complicated, approach.	
	B. This is true whether it is original work organization and position design for a new or different activity, or for improving an on-going organization with identified problems.	
	C. The primary objective, of course, is for the mission to be accomplished. However, the resources available may impose restrictions on management.	
	1. Some of these restrictions may include the number of employees authorized, an average grade control that is established, and the money available for salaries. These are more in relation to the employee or manpower considerations.	
	2. A good many of the considerations, however, relate to the nature of the work and its production forming the mission, how it can be efficiently divided for performance by employees, the facilities available in which the work is to be done, and the technology of its accomplishment.	
	3. Call attention to the points in FPM Chapter 312, Para. 2-2b(1).	Show as a transparency (#5) the questions to be asked in the position planning process.
Classification and qualification standards serve as an aid to management in job design.	A. Position classification and qualification standards can serve as helpful tools to management in position design.	
	B. Classification standards provide management with a kind of blueprint for occupations. They indicate kinds of work operations, responsibilities, and difficulties typically found at different grade levels.	
	C. Qualification standards inform management of the general and specialized experience, training and academic achievements serving as the minimum criteria for persons entering into positions in different occupations and at different grade levels.	Stress that both classification and qualification standards are available in the Personnel Office.
Workshop.	A. Have participants engage in workshop activity on cost to benefit considerations in small groups. The workshop reflects three different plans of work organization and job design for a particular production operation. Participant groups are to identify the advantages and disadvantages of each plan.	Distribute Handout #2, "The Widget Production Plan."

Key Points	Content Outline	Special Actions
	B. Allow the work groups about 20 minutes to study the different plans and come up with their list of advantages and disadvantages for each.	
	C. Obtain feedback from the groups and list the consensus of advantages and disadvantages for each of the different plans.	Use blackboard to list the pros and cons of the different plans.
	D. Hold discussion on plans, calling attention to different group conclusions, etc. Then pass out and review Solution. Respond to questions.	Distribute Handout #3, "Answer to Widget Production Plan Workshop."
Management's final decisions on the work organization and position structure must be resolved to a written record.	A. After consideration of the various alternatives available, management finally will make a decision on the specific work organization and position structure it concludes to be most appropriate.	
	B. For the broad framework of organizational divisions and sub-divisions, there should be formal "organization" and "functional" charts published.	
	C. The finest sub-division of management's work organization plan – the individual position – must be recorded formally in writing as a legal and regulatory requirement. This is done through the preparation of job or position descriptions (Optional Form 8).	
	D. Review with participants the requirements and purposes of position descriptions as discussed in FPM Chapter 312.	Refer to FPM Chapter 312, Para. 3-2 for additional information.

Module 5

Job Analysis: The Basic Tool for Effective Position Management

OBJECTIVE: To provide participants a knowledge of the concepts, principles, and uses of job analysis as a process for job structuring to meet position management objectives.

LENGTH OF MODULE: 50 minutes.

INSTRUCTIONAL METHODS: 20 minute presentation.

30 minute workshop.

MATERIALS USED: Handout #4, "Model Job Analysis Worksheet"
Handout #5, "Job Analysis Worksheet for Staffing Assistant"
Handout #6, "Interview with a Contact Representative"
Handout #7, "Task Statements for a Contact Representative"
Transparencies #6 and 7.

Key Points	Content Outline	Special Actions
The analysis of individual groupings of duties – job analysis – is the foundation for PM.	A. Job analysis is the systematic process of collecting and making certain judgments about all of the important information relating to the nature of a specific job. As such, it is the basic element of position management.	
	B. The importance of job analysis is the sound basis it provides for:	
	1. Proper utilization of employees.	
	2. Recruitment and placement.	
	3. Classification.	
	4. Job structuring.	
Current and accurate job and worker requirements data are essential for any program concerned with manpower development and utilization.	C. For effectiveness, job analysis must be based on current and accurate job requirements information. This is true whether we are concerned with original organization and job structuring or in reviewing the current situation to make improvements, or tightening the belt under ceiling or average grade restrictions, etc.	
A procedure for data gathering and recording is necessary.	A. The process of job analysis is not complicated. However, it requires a logical approach and attention to a few criteria. The criteria are:	
	1. Gathering information about work performed should be done through the most practicable means possible.	

Key Points	Content Outline	Special Actions
	2. The basic purpose of gathering the information is to determine what workers actually do, how they do it, and why they do it. This information in turn is used to determine what skills, knowledges, and abilities it takes to perform the duties.	
	3. The information gathered must be recorded in a manner that is understandable to others. The basis for judgments made about this information must also be recorded for use in the future. Record of the analysis should communicate clearly to others what workers do, how and why they do it, and the basis used to determine the requirements for doing the work.	
	B. In order to avoid confusion, a definition of certain terms used in job analysis is necessary:	Show transparency (#6) of Job Analysis Terms.
	1. **Element** – the smallest unit into which work can be divided without analyzing separate motions or mental processes.	Example: "Sets the margins of a typewriter."
	2. **Task** – a distinct, identifiable work activity that constitutes one of the logical and necessary steps in the performance of a job (usually consists of several elements).	Example: "Types all correspondence and forms."
	3. **Duty** – a large segment of the work performed by an individual and may include any number of tasks.	Example: "Conducts interviews" or "provides information."
	4. **Position** – consists of one or more duties requiring the services of one worker.	Example: A clerk-typist.
	5. **Occupation** – a grouping of jobs which are similar in terms of the skills, knowledges, or abilities required.	Example: Engineering.
Basic steps for conducting a job analysis.	A. The basic job analysis steps are:	
	1. Collecting information about the work performed.	
	2. Refining this information into the form of task statements.	
	3. Determining the skills, knowledges, abilities, and other worker requirements.	
	4. Verifying the information collected and determining the level of difficulty for each task statement.	
	5. Recording and documenting the results.	

Key Points	Content Outline	Special Actions
Step 1, Collecting data about the work performed.	A. Gathering background material is essential to job analysis. Some examples of this type of material are: 1. Organizational and functional charts. 2. Classification and qualification standards. 3. Training plans. 4. Regulatory material. 5. Position descriptions. B. There are several methods for collecting data about the specific job involved. These methods may be combined or used separately: 1. The interview – either individual or group. 2. Direct observation. 3. Questionnaire. 4. Work logs or other records of productivity. C. Regardless of which method is used for collecting the data, some form of work sheet is necessary as a guideline to ensure that sufficient data is gathered and that it is consistently gathered.	Distribute Handout #4, "Model Job Analysis Worksheet" and review its contents.
Step 2, Writing task statements.	A. The information gathered about the position will be used in the development of task statements. Task statements are: 1. A basepoint in most job analyses. 2. A way of recording activities involved in the duties of a job. 3. In the form of simple, declarative sentences. B. A task statement will show: 1. What the worker does, by using a specific action verb which introduces the task statement. 2. To whom or what he does it, by stating the object of the verb. 3. What is produced, by expressing the expected outcome of the verb. 4. What materials, tools, procedures or equipment are used.	Highlight these points on the blackboard or show transparency (#7) of what a task statement will show.

Key Points	Content Outline	Special Actions
	C. A sample task statement for a staffing assistant is:	
	"Questions applicants for employment in order to record personal and work background on a SF-171, using procedures outlined in operating manual."	Diagram this task statement on the blackboard to show how it meets all the criteria in B above.
	D. Task statements should be written grammatically and be easy to read and understand.	
	E. Important points to remember:	
	1. The action verb should be specific enough to accurately describe the activity.	
	2. Concentrate on writing only the critical and important tasks of a job.	
Step 3, Determining the skills, knowledges, and abilities required.	A. After writing the task statement, the next step is to determine the skills, knowledges, and abilities required to perform the task.	
	B. Each task must be analyzed using the questions in the model job analysis worksheet. As an example, use the task statement for the staffing assistant position earlier developed ("Questions applicants for employment in order to record personal and work background on SF-171 using procedures outlined in the operating manual.")	Refer participants to Handout #4, "Model Job Analysis Worksheet". Distribute Handout #5, "Job Analysis Worksheet for Staffing Assistant," and discuss what skills, knowledges, and abilities are required for this task statement.
Step 4, Verifying the data gathered and establishing the relative importance of tasks.	A. Verifying the job analysis data and establishing the relative importance of tasks can be done in one step. The reasons for verification are obvious: the more people who are knowledgeable about the job who view and evaluate the analysis, the more likely it is to be objective.	
	B. Verify the data by using a different fact-gathering technique. For example, after conducting interviews with the worker, use the direct observation method to verify. Look for additional information in the verification process as well as correcting information previously gathered.	
	C. Establish the relative importance of tasks at the same time as verifying the data. This will be a helpful exercise when it comes time to assign duties or write position descriptions.	

Key Points	Content Outline	Special Actions
Workshop on writing task statements.	A. Give work groups 20 minutes to write task statements based on the interview with the contact representative. Remind participants that task statements should consist of an action verb, an object, the expected output, and the tools, processes, etc. used.	Distribute Handout #6, "Interview with a Contact Representative". Transparency #7 should still be on the screen for participant reference.
	B. Review group findings giving the five correct task statements.	Distribute Handout #7, "Task Statements for Contact Representative".
Writing position descriptions.	Inform the participants that task statements are ideally suited for position descriptions and in fact, can frequently be converted *verbatim* to the principal duties and responsibilities in a position description. As such, they are meaningful to the employee, the supervisor, and to personnel officials.	
Questions.	Answer any questions before proceeding.	

Module 6

Principles of Effective Job Design

OBJECTIVE: To enable participants to be able to review established position structures, identify weaknesses, and propose alternate structures to accomplish such objectives as reducing salary costs, increasing skills utilization, insuring a career ladder of progression, improving employee motivation etc.

LENGTH OF MODULE: 1 hour and 10 minutes.

INSTRUCTIONAL METHODS: 25 minute presentation.

45 minute workshop with last 20 minutes reviewing group solutions and answer sheet.

MATERIALS USED: FPM Chapter 312
Handout #8, "Claims Examining Case Study"
Handout #9, "Solution to Claims Examining Problem"
Transparency #8

Key Points	Content Outline	Special Action
The most important aspect of work organization concerns the design or structuring of individual positions.	A. The most important aspect of work organization concerns the structuring of individual positions. As in building a home, all organizational structures must have a secure foundation. In designing or redesigning any organization or function, we must start with the individual nonsupervisory position and work up. B. Recognizing that most of our payroll dollars are spent for compensating non-supervisory workers, it is crucial that attention be given to the construction of work assignments for our employees at this level.	
Broad objectives in individual job design are set forth in FPM Chapter 312, Subchapter 2.	A. Subchapter 2 of FPM Chapter 312 sets our general guidance on the assignment of duties and responsibilities to employees for orderly, efficient and economical accomplishment of the mission work of an organization. B. However, this written word needs to be brought into sharp focus. Thus, our objective in this session of the course is to "zero-in" on the more important points, for full understanding.	
Basic rules that should be observed in design or redesign or individual positions.	A. There are several basic rules that can be drawn from the general instructions and guidance set forth in the FPM. B. These basic rules are: 1. To the greatest extent possible, construct positions that are homogeneous as to kind and level of work.	Summarize on blackboard or show transparency (#8) of the basic rules of job design. Leave transparency on screen during entire discussion.

2. For established and ongoing jobs constantly review the work arrangement to bring about the maximum possible job purification.

3. Recognize job interrelationships, and structure work assignments and positions to provide for career ladders of progression.

4. Position design must be accomplished with mindful recognition of labor market conditions.

5. Work assignments constituting jobs or positions are to be performed by individuals, and the human element must constantly be considered.

C. In attaining position management objectives, management must strike an optimum balance between competing factors. This was emphasized in the session on the cost to benefit considerations. Obviously, then, the 5 rules just stated are not absolute. They must be flexibly applied in any given situation. It is possible, for example, that more heterogeneous, rather than homogeneous, job design might be called for in consideration of labor market conditions, or design for motivation might override the other 4 rules.

D. Consequently, each of the 5 rules needs to be discussed in a bit more detail.

Design positions along homogeneous lines to the greatest extent possible.

A. To the greatest extent possible, work assignments for individual employees should be homogeneous. By this it is meant that they should be as free as possible of occupational and grade level mix. A job made up of one kind of work at a single grade level obviously brings about the highest possible utilization of the worker in performing the kind and level of work for which the individual is hired.

B. As the work assignment becomes more heterogeneous, there is usually a diminishing return to management.

1. Where there is occupational mix in a job, there is typically a lessening of full productivity and training costs are increased. Most individuals are trained and experienced in one field of endeavor. Thus, the best mating of an employee to a job is where the individual is experienced and trained in one occupational kind of work, and the job assignment given to the employee is made up exclusively of that kind of work.

2. Each additional occupational kind of work added to form a work assignment for one employee normally means that the person placed in the job will not be experienced and trained in the added fields. Therefore, it is probable that they will not produce to the maximum extent as desired by management.

3. Where there is a mix in the grade level of work assigned to the employee, more often there is poor return to management on the salary dollar spent. An employee, for example, hired at grade GS-11 and who spends 50-75% of the time in the performance of work at a lower grade level, is not producing work consistent with the compensation being paid. And, incidentally, from the employee's viewpoint, such a job will probably not be very challenging.

4. Where jobs are designed with both occupational and grade level mix, there is a compounding effect, usually adverse ot management's best interest.

5. Of course, we can not have all "pure" positions. There may be a given kind and level of work to be performed in an organization that will not encompass a full 40 hour work week – it may take only 10 or 20 hours. In this case, management should attempt to form the "full" or 40 hour a week job by putting together work that is as related as possible occupationally, and as near as possible in the level of difficulty and complexity.

"Purify" to the extent possible all high level, professional and technical positions.

A. Job purification is really the same thing in many respects as the design of positions along homogeneous lines. However, since all jobs have a tendency to change over a period of time, it is particularly important in looking at on-going and long established jobs, as well as in designing new jobs.

B. Here we are talking about looking at positions to determine the extent of actual occupational and/or grade mix present. Job purification is concerned with the process of carving out of the existing jobs the lower level and less difficult occupational kinds of work, and organizing and consolidating it to form separate positions. As an example, too frequently we find professional and technical personnel bogged down with administrative and support work. Job redesign may provide for a staffing requirement of a lesser number of professionals or technical employees, and a supplementing number of support employees.

C. Job analysis – which we just reviewed – is the real vehicle to carry out a positive program of job purification. This process allows for a more in-depth analysis of jobs which may appear on the surface to be "pure" (in the sense of being made up of one kind

Key Points	Content Outline	Special Action
	of work at one grade level), but when looked at in more detail, offer possibilities for an improved work organization plan.	
Career structuring is essential in any work organization.	A. Individual job design cannot be accomplished effectively without considering the relationships with surrounding jobs. Job "stratifying" is highly important so that career ladders for promotion and movement upward in the organization can take place.	
	B. This is extremely important for several reasons.	
	1. It is highly significant in agency recruitment and retention. Employees are not only concerned with the immediate situation, but in looking ahead to what their prospects are for advancement. Understandably, this factor weighs heavily on employee motivation.	
	2. Also, this is a critical matter with agencies now as a legal requirement tied to EEO and Upward Mobility.	
Job design must take place with recognition of labor market conditions.	A. It must be constantly kept in mind by management that whatever position or work assignment is designed, it is for the purpose of obtaining an individual employee who will perform the work assignment.	
	B. Design of positions without consideration of this fact will often lead to problems.	
	1. If positions are constructed to involve skills that are unavailable or in shortage in the labor market, there are problems to be faced in recruiting and retaining manpower resources.	Remember, we mentioned the case of establishing a Nuclear Medicine Technologist position when no qualified applicants were available.
	2. Also, job structuring should be done in consideration of the supply and demand rule. A good example concerns the growing number of persons entering the labor market upon graduation from 2-year junior colleges. Management needs to be alert to job structuring patterns that allow for utilization of these available talents, in lieu of professional skills that will continually be short of demand.	Cite examples of medical technicians, accounting technicians, engineering technicians, etc.
The jobs that are designed by management must take into account the human element.	A. Work assignments organized by management must always take into account the fact that the job or position is to be filled by an individual person. Performance by the employee is affected greatly by the nature of the assignment.	

Key Points	Content Outline	Special Action
	B. The job needs to be satisfying and challenging for the individual employee to be productive. The concept of "job enrichment" or design of work assignments or jobs for employee motivation will be taken up separately later in the course.	
Summarize the 5 basic rules to be considered.	A. The five basic rules we must keep in mind as we design jobs are:	
	1. Design jobs along homogeneous lines to the maximum extent possible.	
	2. Practice a positive process of job purification.	
	3. Design positions with consideration to other jobs to provide for career progression and the elimination of dead-end positions to the greatest extent possible.	
	4. Be constantly mindful of labor market conditions in the design of positions.	
	5. Always recognize that positions are to be filled by individual persons, and the work assignments must provide for reasonable job challenge and satisfaction for motivation, which impacts significantly on productivity.	
Case study.	A. Have participants work on the Claims Examining Case Study. Allow work groups 25 minutes to complete assignment.	Distribute Handout #8, "Claims Examining Case Study."
	B. This problem illustrates the principles of job design and redesign as reviewed in the session. Go over the case to be sure all participants understand the information provided, and what they are to do.	
	C. Obtain feedback from the class on the organization, and job structure decided to be most appropriate.	Have selected class members diagram their solutions on the blackboard and discuss each with the class.
	D. Review with participants the answer sheet for the case study. Answer questions.	Distribute Handout #9, "Solution to Claims Examining Problem."
Homework assignment.	Ask participants to read Handout #11, "12 Hazards in Organizing," (for Module 8) before the next class meeting.	Distribute Handout #11, "12 Hazards in Organizing."

Module 7

Job Design for Motivation

OBJECTIVE: To impress upon participants that work assignments forming positions are to be performed by people, and that there must be concern for this fact for fully effective job design and redesign.

LENGTH OF MODULE: 50 minutes.

INSTRUCTIONAL METHODS: 20 minute presentation.

30 minute workshop, with last 15 minutes reviewing group solutions.

MATERIALS USED: FPM Chapter 312
Handout #10, "Case Study in Job Enrichment"
Transparency #9

Key Points	Content Outline	Special Actions
Work assignments forming positions are to be performed by persons.	A. The FPM Chapter on position management points out that position design for employee motivation is an essential factor that must be considered. Each participant no doubt expects their own job to be challenging and interesting. B. There is little doubt that poor planning leads to problems of unsatisfactory productivity, high unit costs, dissatisfaction, grievances, and high turnover. A good many of these problems are directly traceable to a lack of attention to building into jobs factors that contribute to employee motivation.	
There is growing concern for job design for motivation.	There is a growing concern for job design for motivation in the private as well as the public sector. Mr. Alexander B. Trowbridge, President of the Conference Board – a worldwide, independent, nonprofit business research organization – has stated:	

Today's work force is indeed a new breed. People are less easily controlled, less dependent, less submissive and passive, less willing to work "harder and smarter," despite greater material rewards, improved working conditions, and better trained and enlightened supervision. People at work don't appear to be "motivated," and the carrot-and-stick formula for motivation doesn't always seem to work too well anymore.

Many managers and behavioral scientists have come to recognize that the missing element of motivation to work may lie in the character of the work itself. For the mature individual, work may be a means of personal growth; it may satisfy his need for achievement, creativity, and self-fulfillment. Work, then, has become more than a means for economic survival, and it is apparent that in this age of affluence with its more sophisticated population, people won't work long or well at a job that offers no challenge or meaning. Many of today's employees seem to be taking their cue from the late Abraham Maslow's rephrasing of an old adage: "What's not worth doing isn't worth doing well."

Key Points	Content Outline	Special Actions
The role of work in life.	A. Work, and the part it plays in life, has been a concern of mankind throughout history. One or another work ethic has formed the basis for whole societies.	

Key Points	Content Outline	Special Actions
	B. Management has not been unmindful of the nature, function, and design of work. However, human behavioral consideration on the part of management has largely dealt with man's adaptability to technology and to production requirements.	
Recent trends in the concern for work motivation, and findings through research and experiments.	A. Research has brought about a growing awareness that the work itself that an individual does is highly significant as a dimension of motivation.	
	B. The extent to which it provides for self-expression, or realization of one's own ability and desire to develop, grow, achieve, create, and gain recognition, etc., establishes the real climate for motivation.	
	C. Establishing this climate – although more on an experimental rather than practical level at this time – is proving to be important in productivity gains.	
Higher productivity through employee motivation depends on several factors.	A. *One factor* to consider in bringing about productivity gains through employee motivation is understanding the concepts of job design for motivation.	
	B. A *second factor* is appreciation of the barriers to productivity gains which are organizational and institutional. The attitudes of management and employees likewise often present real problems.	
	C. A *third factor* is to make use of what guidance has come out of experiments to date in this area, and to apply them realistically.	
Motivation defined.	A. Motivation is generally defined as movement or motion toward a goal. The strength of motivation lies in the personal reward the employee sees in reaching that goal. Selection of a goal and how it is seen as a reward is personal to the individual. Thus, motivation is internally generated.	
	B. The reward may be thought of as being of two kinds. The first is extrinsic to the individual, that is, coming from beyond or outside his control. The second is intrinsic, or what the individual gives to himself.	
	1. The extrinsic reward is worked for by the average employee, such as to earn a promotion, to achieve employment security, etc. Motivation of this type is more directly observable.	
	2. Yet, it is the intrinsic reward, so behavioral science tells us, that is the real motivator, such as the personal satisfaction of achievement, an increase in self-esteem, etc.	

Key Points	Content Outline	Special Actions
Herzberg's motivators.	According to Dr. Frederick Herzberg, a well-known authority in the field of employee motivation, there are several motivators common to all jobs and employees. These motivators ranked in order of their importance are:	
	1. Sense of achievement 2. Earned recognition 3. Interest in the work itself 4. Opportunity for growth 5. Opportunity for advancement 6. Importance and responsibility 7. Peer and group relationships 8. Pay 9. Fairness of the supervisor 10. Employer's policies and rules 11. Status 12. Job security 13. Friendliness of the supervisor 14. Working conditions	Write these on the blackboard as they are listed or show a transparency (#9) of Herzberg's motivators.
Barriers to job design for motivation.	A. There are barriers to achieving greater productivity through motivation, however. Most are of an organizational nature, for example: the technology of the work, physical conditions, organizational arrangements for mass production, and the layout. B. Attitudinal barriers may also be present, such as indifference, unwillingness, and misconceptions on the part of management and employees. C. Ineffective communications for employee understanding and acceptance of management's intentions, mistrust and concern about management practices may also arise. In addition, bear in mind that: 1. Not all employees *want* larger or more challenging jobs. There are people who are content with repetitive jobs and close controls. 2. Some persons have job needs that center primarily on salary, and working conditions.	

Key Points	Content Outline	Special Actions
Guides to effective job design for motivation.	Reports of management that have experimented with various job design techniques to date have not resulted in any clear-cut and foolproof way to effectively carry out job design for motivation. There simply is no pat answer. However, enough general conclusions can be drawn to suggest the following approaches:	
	1. A job should be a complete piece of work. That is, the responsibilities are clearly defined and the employee carries the task through to a natural finishing point.	Highlight on the blackboard.
	2. A job must permit a high degree of decision-making, naturally, within the limitations of the employee's capabilities and the assignment itself.	
	3. Employees need to receive frequent and direct feedback on their performance from both supervisory and non-supervisory sources.	
	4. Attempt to assess the motivators of employees in their jobs. If hygiene needs are not being met, job redesign for motivation will likely have little impact.	
Workshop in job enrichment.	A. Have the participants review the case study in work groups for about 15 minutes. The purpose is to identify those areas where job enrichment is necessary and to recommend what specific actions should be taken.	Distribute Handout #10, "Case Study in Job Enrichment."
	B. During the next 15 minutes, obtain feedback from the groups on both the advantages and disadvantages of their recommendations and review the factors suggested for consideration below.	Use blackboard to highlight groups' findings.
	C. Although there is no one solution to the problem, there are several areas where changes should be considered:	
	1. Assignment clerk – Is this a necessary position?	
	2. Verifiers – Is their function one that is best left to keypunch operators themselves? With what results?	
	3. Keypunch operators – (currently an unenriched job) –	
	a. Could they do their own verifying?	
	b. Set their own priorities?	
	c. Inspect incoming work to insure legibility?	
	d. Return illegible work to originator?	

Module 8

Organizational Design Above the Non-Supervisory Level

OBJECTIVE: To inform participants of the position management implications of broad work organization above the individual worker level, touching such matters as organizational layering, fragmentation, etc.

LENGTH OF MODULE: 1 hour and 10 minutes.

INSTRUCTIONAL METHODS: 20 minute presentation.

30 minute workshop on card punching case, with last 10 minutes reviewing answer sheet and group responses.

20 minute workshop on pyramid case.

MATERIALS USED: VA Circular 00-76-40

Handout #11, "12 Hazards in Organizing"

Handout #12, "The Sliced-Up Card Punchers Case"

Handout #13, "One Solution to the Card Punchers Case"

Handout #14, "The Pyramid Case – Part I"

Handout #15, "The Pyramid Case – Part II"

Key Points	Content Outline	Special Action
Organizational structuring above the individual worker level has impact on the effectiveness of position management.	A. A positive position management program extended to the organization of work above the individual non-supervisory position is imperative.	
	B. VA Circular 00-76-40 points out that the position management system should identify, prevent, and eliminate such common faults as: 1. Duplication and overlap of effort. 2. Unnecessary organizational fragmentation. 3. Excessive layering. 4. Excessive use of deputies, assistants to, and special assistants. 5. Less than the optimum delegation of authority.	
Principles and theory come into play in organizational design above the worker level.	A. Broad structural framing brings into play organizational concepts, principles, and theories. This subject has sufficient breadth in itself to constitute a separate course.	

Key Points	Content Outline	Special Action
	B. It is a specialized field of practice by management experts, industrial engineers, and the like.	
The definition of organizing is pertinent to consider.	A. Organizing is defined as "forming into a whole, consisting of interdependent or coordinated parts, especially for harmonious or united action."	
	B. This definition certainly applies to what we have been considering up to this point in "organizing" parts of a job – work operations, tasks, duties, etc. – to form a whole position.	
Applying the definition to organizational structuring above the individual worker position.	A. Organizing above the individual worker level brings a great many considerations into play.	
	B. While no means complete, this includes such matters as:	Use blackboard to itemize, and have participants suggest additional items.
	1. Subdividing the mission activity into its several distinct functional parts to form primary "line" organizational elements.	
	2. Determining the support and "staff" management functions necessary for effective mission accomplishment by the "line" activities.	
	3. Determining the proper division of authority and responsibility between the "line" and "staff" activities, particularly where the latter will exercise some form of control as an extension of the arm of top management.	
	4. Based on the volume of work and required size of work force, determining the number of management levels needed in the vertical structure, and the number of organizational elements at each level in the horizontal spread following concepts and principles on "span of control".	
	5. Deciding upon the pattern of delegation of authority and responsibility down the vertical organization structure (i.e., the degree of independence and authority, and the limitations and controls at each successive level of management from the first level to the top among all of the functional line, support and staff activities).	
Organizing pitfalls have been identified over the years.	A. Principles and concepts of organizing developed from study and experience are widely available in modern management literature.	

Key Points	Content Outline	Special Action
	B. A good abbreviated text on the pitfalls in various organizational patterns is the article "12 Hazards in Organizing".	
	C. Review the article with the participants, making comments and responding to questions as appropriate.	
Span of control and number of management levels.	A. The supervisory or management burden for effective direction and control of an organization is directly tied to Hazards #1 and #2 as reviewed in "12 Hazards in Organizing."	
	B. This burden is the basis for the establishment of supervisory positions. If there were some effective means of measuring this burden, top management would be better able to determine the correct number of supervisory jobs needed to effectively manage the organization, and thus the proper ratio of managerial to production workers (as called for in Paragraph 3b(3) of the VA Circular).	
	C. The management or supervisory burden, and the consequent number of supervisory jobs established, directly bears upon the span of control (the number of individual workers under the immediate direction and control of a supervisor), and the number of management levels established (the number of distinct management levels vertically from the first level of supervision up to the top management official).	
Illustrate points made by workshop activities.		
Workshop on span of control.	A. Have work groups develop revised organizational charts for "The Sliced-Up Card Punchers Case." Go over the case to be sure participants understand and then allow 20 minutes to complete.	Distribute Handout #12, "The Sliced-Up Card Punchers Case."
	B. Obtain feedback from the groups on their proposals. Review the answer sheet and respond to questions. Again, there are too many unknowns for there to be only one solution to the problem.	Distribute Handout #13, "One Solution to the Card Punchers Case".
Workshop on organizational layering.	A. Have participants work independently on the Pyramid Case, Part I, to illustrate the problem of organizational layering, particularly as it puts pressure on job classification to have positions at each successively higher management level classified at least one grade above that of the next lower level. Allow about 10 minutes.	Distribute Handout #14, "The Pyramid Case – Part I".

Key Points	Content Outline	Special Action
	B. Obtain feedback from the class on the classification grading they consider proper up to the top job.	Use blackboard to record conclusions.
	C. Have participants work on Part II of the case for 5 minutes. This in effect is an answer sheet in the sense that the reorganized activity results in the participants reaching a lower grade level classification conclusion for the top job. It should be pointed out that the job essentially is unchanged and is the same in relative difficulty and complexity under either organizational plan. However, the first plan appears to dictate higher classifications than the second plan.	Distribute Handout #15, "The Pyramid Case – Part II".
	D. Obtain reactions of participants to Part II of the case study.	

Module 9

Adjusting to Position and Staffing Imbalances and the Impact of Labor-Management Relations on Position Management

OBJECTIVE: To provide participants with insight concerning the evolving nature of VA programs and the frequent result of making organizational structures obsolete and producing staffing imbalances. Additionally, participants are to learn about ways to minimize these imbalances and the potential labor-management implications of corrective actions.

LENGTH OF MODULE: 80 minutes.

INSTRUCTIONAL METHODS: 30 minute presentation and discussion.
30 minute workshop.
20 minute review of workshop.

MATERIALS USED: Handout #16, "The Case of the Undone Engineers"
Handout #17, "Answers to the Case of the Undone Engineers"

Key Points	Content Outline	Special Action
The need for balance between (1) actual positions and employment and (2) the kind and level of skills and their representative proportion within the agency's work force.	A. In Chapter 250 of the Federal Personnel Manual, where personnel management is defined, it is pointed out that the term commonly may be referred to as "manpower management." B. In this context, personnel management extends to determining current and projected manpower needs, the assessment of current and projected manpower resources, the identification of imbalances between actual *needs* and *resources*, and developing management action plans to bring about and maintain acceptable balances.	
Imbalances occur as Federal programs change, technology advances, and for many other reasons.	A. Programs in the public service, and the organizations established to implement them, are constantly in an evolutionary state. Change is the hallmark. B. The technology of work in many of the occupational fields within the VA changes and advances at a phenomenal pace. C. Thus, management's organization for work to be accomplished – in the formal sense concerning the organizational structure and the established position or staffing pattern – is going to have to change to keep pace with the change in the nature of the work itself. D. Management must be alert to keep the number of jobs by occupational type and level of work consistent with the actual resources, that is, the persons employed by job classification, so as to avoid imbalances. The job is never ending, and imbalances are going to occur. However, management cannot afford for this to get out of hand.	Cite specific examples of changes in programs and technology that have affected the local station.

Key Points	Content Outline	Special Action
	E. Essentially two different situations are notable in regard to imbalances.	
	1. One is where the imbalance is a result of a planned management action. This happens, for example, with organizational changes, implementation of new or revised programs, automating formerly manual operations, and the like. These situations are normally known about well in advance and management should effectively plan for orderly transition with respect to the position structure and the employees affected.	Cite example of such a change that occurred at the local station.
	2. The other istuation giving rise to imbalances are where changes take place gradually over a period of time. This is the most often overlooked situation, with jobs changing to the point that they become misclassified, employees are misassigned, and where grievances and complaints arise.	Cite example of such a change that occurred at the local station.
Imbalances that continue for any significant period of time adversely affect mission accomplishment and have serious personnel management implication.	A. The impact of imbalances on mission accomplishment is obvious. A typical result is a scarcity of trained employees in the kinds and levels of work that may be expanded or totally new. Thus, the mission workload may not get accomplished, and begins to backlog. The work that has fallen off that has occupied other employees makes them idle, or they are put into job assignments foreign to their capacities, and until effectively trained, production suffers. If severe imbalances exist for long periods of time, there becomes a serious threat to mission accomplishment.	
	B. Such imbalances can have impact beyond mission, resulting in major management problems of employee unrest, grievances and appeals, labor-management disputes, and the like. Without proper management attention, imbalances of either sort – resulting from planned actions or occurring gradually – can sometimes develop into circumstances bordering on illegality or impropriety. Job classifications (meaning work assignments) are required to be kept reasonably current with what employees are actually doing. Illegal details and misassignments cannot be looked upon lightly.	
Determining current and projecting future imbalances.	A. Current imbalances may very effectively be identified by ongoing, systematic review programs such as the annual classification review and the annual Whitten Amendment certifications.	Summarize the mechanics of the station's annual classification review program.
	B. However, projected future imbalances are best determined through the foresight of supervisors and line officials. In fact, this is clearly a supervisory function and responsibility.	

Key Points	Content Outline	Special Action
Management action to minimize imbalances.	A. The more significant imbalances are likely to occur as a result of planned reorganizations, the implementation of new policies and procedures, and the automation or mechanization of activities, etc. Consideration of the impact on manpower resource requirements is essential to smooth transition in all such situations. Afforded ample lead time, management should develop a plan of action for this transition. Personnel management operations as a part of such a plan may involve establishing a new job structure, providing developmental training for employees, filling new and different jobs through competition under merit promotion procedures, and in drastic situations, planning and carrying out reduction-in-force actions. B. Imbalances arising out of gradual change usually are more spotty, found at random throughout an organization. Their correction should be initiated whenever found through such procedures as regular reclassification of jobs. Where significant imbalances that have come about gradually are found to be concentrated, it typically is an indication of ineffective and poor management practices, such as uneconomical and impractical job design, empire building, and the like. These situations more often are most explosive, leading to labor-management disputes, group appeals and grievances, and Congressional inquiries stemming from employee correspondence. It is in management's best interest, therefore, to establish reasonable controls as a check, thereby building in assurance that such situations do not arise.	
Relationship of position management to labor-management relations.	A. When we talk about mechanisms for identifying imbalances and management actions to correct them, we have to mention the relationship of position management to labor-management relations. B. In many ways management and union goals in regard to position management are compatible, such as in providing career ladders of promotion, skills utilization, etc. C. However, it must be recognized that there will be divergent viewpoints and sometimes conflicts. This is where controls and restrictions bring about reduced staffing, elimination of higher grade positions, and establishment of lower grade positions to reduce average grade. These latter actions may tend to reduce the size of the bargaining unit, limit promotion opportunities, etc., and consequently may not be supported by employees or the union.	CAVEAT TO INSTRUCTOR: Because of the very sensitive nature of labor-management relations, it is advised that the Personnel Officer or a qualified labor specialist present this material, or at least, be available to answer the questions that will arise.

Key Points	Content Outline	Special Action
	D. Ask the participants for their ideas on aspects of position management which they consider would be compatible with union interests and those where conflicts might arise. Discuss the points raised by the participants.	List participants' matters of agreement and disagreement on the blackboard.
Case study.	A. Have participants study the engineers' problem in groups and prepare answers to the four questions. Allow about 30 minutes. This case study illustrates the points covered in the presentation.	Distribute Handout #16, "The Case of the Undone Engineers."
	B. Obtain feedback from participants about their answers to the case study questions. Allow about 20 minutes in discussion of various proposed solutions to the problem.	Distribute Handout #17, "Answers to the Case of the Undone Engineers."

Modu[illegible]10

Developing a Plan of Action to Attain Position Management Objectives

OBJECTIVE: To provide the participants with knowledge concerning a systematic management approach to position management, through establishing overall objectives, accumulating pertinent data related to these objectives, and on these bases setting forth a management plan of action to attain the objectives.

LENGTH OF MODULE: 40 minutes.

INSTRUCTIONAL METHODS: 15 minute presentation and 25 minute workshop.

MATERIALS USED: Handout #18, "Position Management Checklist"
Handout #19, "Organizing to Develop a PM Plan of Action"
Transparency #10

Key Points	Content Outline	Special Action
Position management can come about only with conscious management attention.	A. Effective position management does not just happen as a matter of course in the process of management. Instead, there must be specific management attention directed to the matter.	
	B. Such attention involves essentially several steps:	Use transparency #10 to highlight these steps or write them on the blackboard.
	1. Setting position management objectives;	
	2. Accumulating data that is pertinent to these objectives to inform management of current conditions, and develop an appraisal of how far management must go to reach the objectives;	
	3. Setting forth a specific plan of actions to be taken that will attain the objectives; and	
	4. Maintaining appropriate control to measure progress in reaching the goals within specified timeframes and, also, for management reappraisal of alternate courses of action as conditions change over time.	
Determine the desired position management objectives.	A. For effectiveness there must initially be some determination made by the responsible management official or officials of just what is intended to be accomplished through a position management program. Throughout this course we have mentioned several basic objectives, such as meeting average grade and employment goals, structuring jobs for maximum skills utilization and career progression.	
	B. While these objectives are not exclusive of one another – since there is a high degree of overlap and mutual support – having the objectives clearly set forth is crucial to the next successive steps in the process.	

Key Points	Content Outline	Special Action
Data must be accumulated that is pertinent to the management objectives.	A. For management to properly determine courses of actions to take, it is necessary that complete pertinent factual data be at hand. Certain statistical data is readily available. For example, current employment by grade level can be easily obtained for a determination as to how far management is away from staffing ceilings and average grade targets.	
	B. Staff and line officials are equally good sources of the variety of factual data for management consideration in deciding upon alternate courses to follow toward achieving position management objectives.	
	C. A systematic approach to the development of the data can be through a formal plan of fact gathering, by questionnaire, checklist, or other means. A sample checklist that is pretty thorough is shown in Handout #18, "Position Management Checlist". Review this in highlight form with participants, responding to their questions and eliciting their ideas for improvement of the checklist.	Distribute Handout #18, "Position Management Checklist".
Considering the data accumulated in relation to objectives, alternate possibilities may be proposed to form a plan of action to meet objectives.	A. Staff and line officials working independently but in cooperation, working together as a task force or committee, or by any effective management arrangement, should methodically consider the data in relation to the management objectives set and propose action to attain these goals.	
	B. It is desirable to identify alternate possibilities where available so that top management has flexibility as to what actions will be put in motion.	
Continuing attention of management is necessary.	A. Once decisions are made as to the actions to be undertaken for meeting objectives there needs to be some reasonable control for assuring that progress is made in keeping with the timeframes set in the action plan.	
	B. Such control also serves the purpose of taking stock of changing situations with respect to work programs and priorities and reflecting the effect earlier actions have had on the organizational situation. Thus management may reevaluate and follow alternate courses as conditions dictate.	
Workshop on organizing to develop a plan of action.	A. Give work groups about 20 minutes to draft a brief plan of action as called for in Handout #19.	Distribute Handout #19, "Organizing to Develop a Position Management Plan of Action."
	B. Examples of the kind of station-level objective the groups should choose are:	
	(1) To reduce average grade on station by 1/10th of a grade.	

(2) To reduce station staffing by X positions.

(3) To combine subunits in an administrative service or division, thereby eliminating duplication, reducing manpower, and simplifying operations.

(4) To provide staffing for a new medical unit in a hospital without an increase in the station's FTP ceiling.

C. Review group plans, stressing the roles expected by the group of each management official involved; the sources for the data required; and the approach described for working toward the objective.

Module 11

A Position Management Committee Workshop

OBJECTIVE: To have the participants demonstrate by workshop activity some of the concepts, principles, approaches, etc. they have gained in the course.

LENGTH OF MODULE: 1 hour and 30 minutes.

INSTRUCTIONAL METHODS: The entire session is a workshop. The first 5-10 minutes is for review and explanation of the workshop to the participants. About 45 minutes should be allowed for the work groups to complete their assignments and the remainder of the time spent going over each workshop part, discussing group actions, and tabulating the final results to see if "management's" objectives have been reached.

MATERIALS USED: Handout #20, "The Case of the Over-Supplied Branch"

Key Points	Content Outline	Special Action
Instruct the participants about the workshop.	A. The workshop material should first be reviewed with the participants so they understand fully what is to be done.	Distribute Handout #20, "The Case of the Over-Supplied Supply Branch."
	B. Have participants separate the handout into three parts. The first and second sheets provide a raw organizational and position structure information basic to the problem. Next, there are several sheets together that set forth the separate problems that are to be dealt with. The last page is a summary sheet for entering what the results would be of taking all the actions as proposed by the work groups.	
Workshop activity.	Divide the class into six work groups ("subcommittees") and assign two of the parts of the case study to each (this will provide two proposed solutions to each part for discussion). Allow 45 minutes for the groups to study and resolve their parts.	
Workshop results.	A. Discuss each part of the workshop separately, giving the spokesmen of the two "subcommittees" assigned the part an opportunity to present the conclusions of his or her group.	Diagram the Summary Sheet on the board.
	B. As each part of the workshop is covered, the instructor should provide comments. Where certain groups may have evidenced some misconcepts or used inappropriate approaches, the instructor should furnish explanations.	Record actions proposed by each group on the Summary Sheet on the blackboard.
	C. At the conclusion of the discussion on the last part of the case study, tabulate the results on the Summary Sheet to see if the subcommittees have achieved the objectives set out for the station Position Management Committee and solicit comments on the outcome from the class.	Tabulate results.

Key Points	Content Outline	Special Action
Workshop solution.	While the following are not the only possible solutions to the case to attain the management objectives, they are reasonably acceptable.	

Part I – Organizational Consolidations

The information presented suggests that there be organizational consolidations to reduce the nine separate sections of the branch down to only five. These would be, specifically:

- Consolidate into one section the present Inventory Management, Provisioning, and Printing & Forms Supply Management Sections.
- Consolidate the Storage Facilities, Storage Management, and Packaging and Preservation Sections.
- Besides these two resulting sections, there would then remain, additionally, three others: the Catalog, Administrative and Property Utilization Sections.

By these consolidations it is reasonable to consider the elimination of the following supervisory positions:

The Provisioning Section Supervisor, GS-2010-12

The Printing & Forms Supply Management Section Supervisor, GS-2010-9

The Storage Management Section Supervisor, GS-2030-12

The Packaging & Preservation Section Supervisor job should be redesignated as essentially a non-supervisory position.

The results of these actions: 4 supervisory jobs eliminated, 3 positions and employees eliminated in overall staffing, and 33 grade points cut from total.

Part II – Improved Spans of Control

The spans of control are subject to improvement as follows:

- Reduce the three GS-2050-11 supervisory positions in the Catalog Section down to two.
- Reduce the three GS-2005-6 supervisory positions in the Property Utilization Section down to two.
- Eliminate one of the two GS-2010-11 supervisory positions in the Inventory Management Section.
- Eliminate one of the two GS-2010-7 supervisory positions in the Printing & Forms Supply Management Section.

The results of these actions: 4 supervisory jobs eliminated, 4 positions and employees eliminated in overall staffing, and 35 grade points cut.

Part III – Correcting Engineering Unit Organizational Problem

Largely, the organizational problem is corrected by the consolidation of the Storage Facilities, Storage Management and Packaging and Preservation Sections into a single section. Likely there would be established separate units for storage management and for packing and preservation. Continuing the Engineering Unit intact, under the overall guidance of the one section supervisor would solve the problem of the unit having formerly served three separate section supervisors.

Keeping the engineering staff combined in a single work group would appear most desirable, as opposed to spreading them to the three separate functions. This provides for better position management in such respects as the career ladder, better utilization of skills (since likely the engineering projects vary in level of difficulty), and there is better facility in matching manpower resources with any fluctuating workloads among the different functional engineering assignments.

Part IV – Improving Position Structure to Eliminate Job Dilution

The facts given under this part indicate that the staffing in the Catalog, Property Utilization and Inventory Management Sections is too rich at the GS-9 level. Based on the fact that in the three sections about an equal amount of work is at both the GS-7 and GS-9 levels, it is obvious that a more balanced staffing would be brought about by having fewer GS-9 positions and more at the GS-7. Adjusting the staffing in these respects in the three sections as follows would be appropriate:

- Catalog Section: reduce the GS-9 positions to six from nine.
- Property Utilization Section: reduce the six GS-9's to four.
- Inventory Management Section: replace at least one of the GS-9 positions with a GS-7.

There would be no overall staffing reduction by this job redesign and restructuring, but a total of six GS-9 positions would be reengineered down to the GS-7 level, thereby producing a savings of 12 grade points.

To the extent this can be accomplished by attrition, this would be best. However, considering the turnover data, it is likely that correction of the imbalance will have to be handled by more drastic measures.

Part V – Lapsing of Vacant Positions

From the data provided, management might reasonably expect vacancies in the lower grades up through GS-5 over the next fiscal year to look like this:

GS-2/3 = 5 GS-4 = 3 GS-5 = 2

It appears that at the most, based on the mission need to fill two of every three vacancies, management could lapse only three positions. Probably the best plan is to think in terms of lapsing two at the GS-3 level and one at the GS-4. This would reduce the overall staffing by three positions and save 10 grade points.

Management would not be wise to lapse any vacancies among the substantive positions at grades GS-7 and GS-9. It already faces a serious problem in effecting an improvement in the balance between GS-7 and GS-9 positions due to job dilution as reviewed in Part IV above.

Part VI – Lower Entry-Level Hiring in Filling Vacancies

Management should certainly consider lower entry-level hiring as a means of assisting in attaining the reduced average grade objective. It would seem reasonable to predict that management would not suffer greatly by at least requiring lower entry-level hiring on half of the positions filled in the grade range up through GS-5. If this was just at the next lower grade, there would be savings of from 3 to 4 grade points.

Module 12

Summary and Conclusions

OBJECTIVE: To give participants a short recap of major concepts and techniques covered in the course and provide a closing Question and Answer session.

LENGTH OF MODULE: 30 minutes.

INSTRUCTIONAL METHODS: 15 minute presentation.
15 minute Q & A.

MATERIALS USED: Handout #11, "12 Hazards in Organizing"
Transparencies 2, 3, 4, 5, 7, 8, 9, and 10

Key Points	Content Outline	Special Action
Summary of principles and techniques.	A. Cost to benefit considerations	Transparency #3
	a. Factors to consider in position planning.	Transparency #4
	b. Questions a position manager needs to ask.	Transparency #5
	B. Job analysis	
	a. What is it?	
	b. Why is it important?	
	c. How is it done?	
	d. What does a Task Statement say?	Transparency #7
	C. Job design: five rules	Transparency #8
	D. Employee motivation as a consideration in PM	
	a. Kinds (intrinsic vs. extrinsic)	
	b. Herzberg's Motivators	Transparency #9
	E. Considerations in structuring an organization	Handout #11, "12 Hazards in Organizing"
	a. Determining line vs. staff functions	
	b. Determining proper number of vertical management levels and a manageable "span of control" for each.	
	c. Deciding on the pattern of delegation of authority.	
	F. Position and staffing imbalances	
	a. Kinds (resulting from planned management action vs. taking place over time).	

Key Points	Content Outline	Special Action
	b. Consequences of imbalances for the manager.	
	c. How to identify.	
	G. Planning for corrective action and to attain PM objectives	Transparency #10
	a. A plan is necessary.	
	b. Essential steps:	
	(1) set objectives	
	(2) gather data	
	(3) develop an approach	
	(4) maintain controls	
	(5) assess outcomes	
Q & A	Open the class to a discussion of any final questions.	
Closing	Re-emphasize the need for cost-effective position management.	Transparency #2

"COST-EFFECTIVE POSITION MANAGEMENT"

Advance Reading List

The following references and the attached reprint should be read by each course participant before the first class meeting. They are available from your Personnel Office.

FPM Chapter 312	Position Management
CSC Bulletin 250-7	Review of Position Management and Classification Systems
VA Circular 00-76-40	Position Management

Suggested Additional Readings

Cole, John D. R., "Why All the Fuss About Position Management and Classification?", *Civil Service Journal*, July-Sept, 1976.

Hampton, Robert E., "Stretching the Manpower Dollar," *Civil Service Journal*, Jan-Mar, 1975.

An Excerpt from
Position Management: A Conceptual Framework
for Personnel Administration*

by
Jay M. Shafritz
and
Bruce A. Petty

Position Management Defined

Position Management, by suggesting a logical and orderly means to approach the orchestration of an organization's human resources, is an invaluable aid in defining and resolving personnel problems concerning employee motivation, productivity, job design, morale, and a variety of related problems. Overall, position management is a useful rubric under which to hang the array of information on the work situation provided by the behavioral sciences. Specifically, position management calls for the analysis of an organization's work to assure that it relates meaningfully to the agency's mission; and for the making of decisions on organizational structure and job design that will insure the most advantageous use of the organization's manpower. One must beware of thinking of this as simply arranging for the most efficient use of the workers in the tradition of the old scientific management school of thought. While a procedure may be the most physically efficient means of accomplishing a given task, other factors such as internal motivation and peer group pressures have long been shown to be far more influential in determining eventual output. A modern position management purview takes into account all of the exigencies of the work situation.

As a conceputal tool, position management permits a manager to think diagnostically about personnel resource problems. By examining a problem situation – in the light of behavioral findings on organizational dynamics or with the aid of a behavioral consultant – the manager can perceive a logical course of action. The public sector has long been exceedingly good about the "hygiene" factors of the work situation – working conditions, salary, vacation, sick leave, etc. Now with the advent of militant employee unions, this seems to be an ever increasing trend. Correspondingly, however, the public sector has been grossly negligent about the motivational aspects of public employment; perhaps naively assuming that patriotism, civic pride, or party loyalty would compensate for managerial skill.

Too often personnel problems are resolved by the simple expedient of hiring more employees, instead of looking at the root causes of low productivity and its attendant conditions. Such administrative sloppiness can no longer be tolerated in the face of ever more common budget squeezes. Recently, a congressional commission proposed legislation that would allow the federal government to contract-out previously in-house manpower functions if they could be performed more economically by outside private sources. This is possibly the beginning of a trend that will see large groups of public employees literally competing with the private market for their jobs. Increased productivity by public employees is not only the way for them to achieve true job security, but may be this nation's last great untapped source of public revenue. The only way to tap this source is through increasing the motivational qualities of government jobs via a position management program.

How Does Position Management Motivate Employees?

While it is necessarily concerned with manpower planning, staffing patterns, and career lines, the essence of a position management program is job design. Its most basic strategy is to design jobs that are self motivating and create work situations where the employee is both more productive and content to be so. The pay-off for a successful program is obviously enormous. Not only does productivity go up, but turnover and absenteeism go dramatically down. The game lies in blending the right mix of organizational structure and work assignments into an intrinsically motivating situation. Employees motivated by the nature of their work tend to be more productive than those motivated merely to retain their jobs. Obviously then, an organization achieving its mission

*Good Government, publication of The National Civil Service League, Spring 1973, vol 90, No 1, pp 20-24.

with X number of employees motivated merely to retain their jobs can achieve that same mission with X minus Y number of highly motivated employees. The essential task of a position management program is to create work situations that enhance the motivational qualities of the work itself. This has proven to be an exceedingly successful tactic in many of the largest private corporations.

A position management program, having to constantly cross the many jurisdictional boundaries in a large organization, is of necessity an interdisciplinary undertaking. Neither the personnel department nor any given line division can possibly have within itself all of the disparate skills essential for a comprehensive program. Even the most sophisticated job design authority cannot tell a supervisor of technical experts how to best organize the tasks for which he is responsible. Thus the role of a job design expert if frequently restricted to that of an advisor. Task design considerations must obviously be subservient to technical constraints. The most competent and experienced job design expert is helpless without the active cooperation of the line managers. Even if the jobs under study required only elementary and easily mastered skills, active line management cooperation would be just as essential because the successful implementation of any new work procedures is almost totally dependent upon their cooperation. The personnel department can beg and cajole, but unless line managers are enthusiastic about a program, it has no practical chance of success. In recognition of this reality, the team approach to position management has evolved as the best means to mobilize an array of skills to both tackle a problem situation and to elicit the cooperation of the formal as well as the informal influences upon the organization's effectiveness. A position management program creates the formal situation wherein an interdisciplinary effort is not only feasible, but legitimatized as well.

HANDOUTS

The Concept of Position Management

From the list of statements below, put a check beside those that you feel have something to do with "position management".

_____ the work assignments of employees

_____ workload forecasts

_____ career development opportunities

_____ abolishing jobs

_____ hiring people

_____ getting the best job done at the lowest reasonable cost

_____ installation of labor-saving equipment

_____ "flexitime"

_____ streamlined work procedures

_____ availability of funds and ceiling

_____ high turnover

_____ line vs. staff

_____ conditions of the labor market

_____ setting up a cost-effective organization

_____ Upward Mobility

The Widget Production Plan

The purpose of this workshop is to consider possible alternative organizational arrangements and to identify on a cost to benefit basis the relative advantages and disadvantages of each.

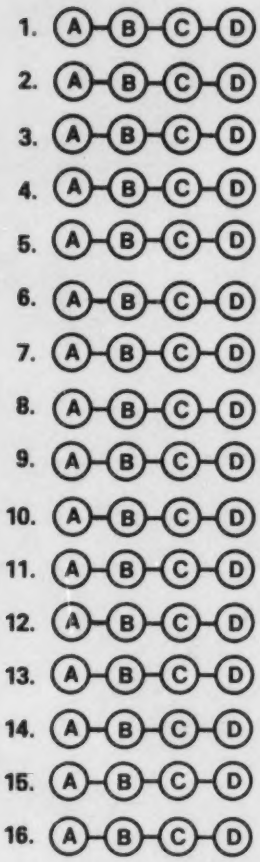
Assume that a small organization is responsible for making widgets. There are three parts to be fabricated by stamping, filing, and boring, and then assembled to form the widget. Making the three parts and their assembly represent four separate functions, each distinctly different, but of equal importance and each consuming an equal amount of time.

The organization is authorized 16 workers and one supervisor. The supervisor can organize the work among the 16 employees in a variety of ways, but for the purposes of this workshop we want to consider three particular work organization plans illustrated on the reverse. Each work group is to analyze the three different organizational arrangements and identify for each as many advantages and disadvantages as possible. Do not confine your considerations to personnel management matters, but also consider other aspects of the plans, such as equipment and materials, productivity, quality control, etc. Your group may make whatever assumptions it likes about the "widget" (size, nature of materials, tooling necessary, etc.), but keep in mind that the work arrangement under any organizational plan does *not* alter the job classification or skill level.

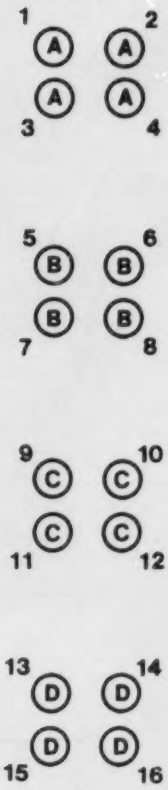
After you have analyzed the three different arrangements, select your first, second, and last choice as the most effective in cost-benefit terms, based on greatest advantages and least disadvantages.

The three different work organization plans or arrangements for production of the "widget" to be considered are:

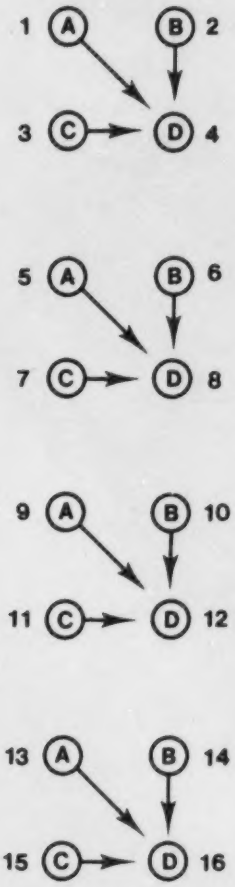
I
Each employee performs all four operations and completes own widget



II
Each employee specializes in one are of widget production



III
Four employees act as team to produce widget



ANSWER TO WIDGET PRODUCTION PLAN WORKSHOP

Below are a number of advantages and disadvantages for the three different work organization plans outlined in the workshop. This is not a complete list, but a representative sample. Depending on the number and significance of all the advantages and disadvantages identified by the different work groups, no one work plan or arrangement can be advanced as the best. For example, this might vary with assumptions made by a work group concerning the "widget" and factors involved in its production.

Plan I

Advantage

Employee absenteeism has the least adverse impact on production.

Quality deficiencies in workmanship are readily identifiable with one employee at the finished product stage.

Employee satisfaction and consequent motivation is good by having the job varied and with the employee being able to take pride in completing a finished product.

Plan II

Advantage

Tooling is only ¼ that required under Plan I.

New employee training is confined to a single process, and productivity is thus least adversely affected by turnover.

Raw materials distribution and finished product pick-up is limited to only four points.

Plan III

Advantage

Tooling requirements, minimum training, and material distribution and finished product pick-up are as in Plan II.

The team work arrangement may encourage team competition, proving beneficial from a production standpoint.

Work in close association with other employees likely will minimize training for other assignments and provide greater flexibility in moving personnel.

Model Job Analysis Worksheet

IDENTIFYING INFORMATION: (such as)

Name of incumbent
Organization/unit
Title and series
Date

BRIEF SUMMARY OF JOB: This statement will include the primary duties of the job. It may be prepared in advance from classification specifications, job descriptions or other sources; however, it should be checked for accuracy using the task statements resulting from the analysis.

JOB TASKS:

What does the employee do?
How does the employee do it?
Why? What output is produced?
What tools, procedures, aids are involved?
How much time does it take to do the task?
How often does the employee perform the task in a day, week, month, or year?

SKILLS, KNOWLEDGES, AND ABILITIES REQUIRED:

What does it take to perform each task in terms of the following?

1. Knowledges required.

a. What subject matter areas are covered by the task?
b. What facts or principles must the employee be acquainted with or understand in these areas?
c. Describe the level, degree, and breadth of knowledge required in these areas or subjects.

2. Skills required.

a. What activities must the employee perform with ease and precision?
b. What are the manual skills required to operate machines, vehicles, equipment, or to use tools?

3. Abilities required.

a. What is the nature and level of language ability, written or oral, required on the job? Are there complex oral or written ideas involved in performing the task, or simple instructional materials?
b. What mathematical ability must the employee have?
c. What reasoning or problem solving ability is necessary?
d. Are the instructions the employee must follow simple, detailed, involved, or abstract?
e. What interpersonal abilities are required? What supervisory or managerial abilities?
f. What physical abilities such as strength, coordination, visual acuity must the employee possess?

PHYSICAL ACTIVITIES:

Describe the frequency and degree to which the incumbent is engaged in such activities as: pulling, pushing, throwing, carrying, kneeling, sitting, running, crawling, reaching, climbing.

Job Analysis Worksheet for Staffing Assistant

IDENTIFYING INFORMATION:

Name: J. Smith
Organization: Personnel Service
Title: Staffing Assistant
Date: 2-27-78
Interviewer: L. Jones

BRIEF SUMMARY OF JOB:

Questions employment applicants in order to complete SF-171. Analyzes completed SF-171 to determine eligibility for current and anticipated future vacancies. Refers applicants to appropriate operating officials for interview.

JOB TASKS:

Questions employment applicants in order to record personal and work background on SF-171 using procedures in operating manuals.

SKILLS, KNOWLEDGES, AND ABILITIES REQUIRED:

1. Knowledges required:
   - Knowledge of SF-171
   - Knowledge of operating manuals.
2. Skills required: None indicated.
3. Abilities required:
   - Ability to gather information through oral questioning.
   - Ability to condense applicants' responses for inclusion on SF-171.

PHYSICAL ACTIVITIES: Sedentary.

Interview with a Contact Representative

The following statements by the incumbent were recorded in the course of your data-gathering interview.

"I interview applicants requesting information on veterans' benefits – ask the applicants all the pertinent questions that will help to determine their problems and eligibility.

"To carry out the job I have to interpret regulations, policies, and make decisions on the proper forms to be filed for benefits desired.

"Some applicants are referred to other units for assistance.

"Some applicants need detailed explanations of policies at a level they can understand, to avoid their reacting unpleasantly over a decision. They also get advice about their appeal rights from me.

"At times I work in outreach units and visit homes of veterans to inform them of benefits available to them.

"I make personal appearances at colleges and veterans' organizations to outline and explain the veterans' benefit program."

Task Statements for a Contact Representative

Task I: Asks questions, listens to and records answers on application forms using knowledge of interviewing techniques and necessary criteria in order to gather information from which veteran's or beneficiary's eligibility can be determined.

Task II: Assists veterans to complete application for benefits using regulatory policies as guide.

Task III: Decides upon, describes, and explains other agencies available for client to contact in order to assist and refer client to appropriate community resource using worker's knowledge of resources available and knowledge of client's needs.

Task IV: Explains policies and regulations appropriate to veteran's or beneficiary's case in order to inform them of their status with regard to agency's regulations and policies.

Task V: Meets with, talks to, answers questions and discusses with members of college, civic, and veterans organizations in order to outline and explain veterans benefits programs using knowledge and experience of the VA and appropriate laws.

Claims Examining Case Study

A claims examining function involves, by ascending grade level of work:

(1) Examining claims applications and supporting documents for the presence of all required information, completeness, etc., and returning to applicants if incomplete.

(2) Determining what documentary evidence is needed from sources other than applicant, and securing this evidence (claims development).

(3) Examining the claim to determine eligibility, entitlement, and amount to be authorized, and taking adjudicatory action.

(4) Authorizing the claim which involves signatory authority to approve disbursement of funds based upon a review of the claims file and adjudication action.

NOTE: It is usually feasible to arrange claims examining work in any combination of functions.

The Problem

The branch has a total of 76 employees, with a supervisor to employee ratio of 1:11.66. The supervisory load is very heavy in the three claims sections, with 20 workers engaged in the variety of activities shown. The position structure provides very little promotion opportunity. The average grade is GS-6.37 and is too high in light of the evident job dilution present in the non-supervisory worker jobs. It should be evident that recruitment of qualified persons at the GS-6 level represents a problem. Also, the period of training on turnover necessarily would be long, adversely impacting upon production.

Organizational and position restructuring represent good possibilities to bring about improvements, pertaining to such matters as a more reasonable span of control, an improved career progression ladder, reduction in the average grade (with evident concurrent decrease in payroll costs), an improved posture in recruitment and placement, and reduced training costs and less adverse impact upon production.

Assignment

Course participants are to develop a revised organization and position structure. For the revised structure, chart out the organization by sections under the branch, indicate the position staffing and grading by section, compute the supervisor to employee ratio and the average grade resulting from the revised structure proposed. You should consider that the total staffing of 76 positions is to remain the same.

Handout #8

ORIGINAL ORGANIZATION

Chief	GS-11
Asst. Chief	GS-10

(Stenographic and typing help not shown)

Review Section

Chief	GS-9
10 Reviewer-Authorizers	GS-7
(80% reviewing and authorizing claims	
10% maintaining books of precedent cases and regulations	GS-2
10% maintaining files of pending and processed cases	GS-2

Claims Section "A"

Chief	GS-8
20 Claims Examiners	GS-6
(30% examining difficult claims	GS-7
30% examining less difficult claims	GS-6
20% developing claims cases	GS-4
10% examining claims applications for completeness	GS-3
10% maintaining precedent case, regulations, and files of pending and processed cases)	GS-2

Claims Section "B"

Chief	GS-8
20 Claims Examiners	GS-6
(same functions as Section "A")	

Claims Section "C"

Chief	GS-8
20 Claims Examiners	GS-6
(same functions as Section "A")	

Solution to Claims Examining Problem

Analysis

Two features stand out: the degree of job dilution present (spreading of high-level work among several positions, with the result that a greater number of higher-graded positions are created), and the presence of a "deputy," the GS-10 assistant chief (positions of this type should always be examined to see if they are really needed).

Solution

No set solution can be offered on the basis of the facts given. A solution could take many different directions, depending on what the specific circumstances were.

Need for Balance

A solution would call for balancing several factors. Some of these factors, and the steps that might be taken to achieve each, are:

a. **Economy**. Creating as many "pure" positions as possible ("job purification") would give the greatest salary savings. This would mean setting up some positions at GS-7 confined to full-time reviewing/authorizing; some at GS-6 confined to examining difficult claims; etc., etc. (including some at GS-2 confined to full-time file work).

b. **Efficiency**. "Job purification" would also seem more efficient (because employees can learn a single set of tasks more easily than a variety), but certain inefficiencies would also be included. For example, papers would have to pass through several hands, requiring each person to go over some of the same ground his predecessor did.

c. **Motivation**. Employees confined to narrow sets of tasks or single aspects of a function commonly find little satisfaction in such work and tend to have lower morale and be less productive. Greater motivation usually results when assignments are made more meaningful. One way of doing this is to give employees "modules" of work. In this case this would mean, for example, making some employees responsible for all the "technical" examining work for specified organizations, including authorizing the claims, and giving them assistants who would do the clerical work (including the initial claims examination and claims development if within their capability).

d. **Skills utilization**. An arrangement such as just described would also make for fuller skills utilization. The "clerical assistants" would be exposed to and be given on-the-job training in the technical examining work, depending on their interest and capability, so that they could be eligible for advancement to the technical examining level as soon as the work situation permitted.

Modifying Circumstances

As mentioned earlier, the particular direction taken would depend on the specific circumstances present. For example:

a. *Constant turnover at particular levels* might make it necessary to restrict the number of positions at these levels. On the other hand, ability to recruit at these levels would make this step unnecessary.

b. *Inability to attract recruits* from the labor market at entrance levels (e.g., GS-2 or 3) might force the creation of broader assignments that would support higher levels.

c. *Government regulations* might prevent setting up certain types of work assignments – for example, having the same personnel doing both examining and authorizing.

d. *In a stable organization, with low turnover* (frequently the case with activities in remote areas), it might be unrealistic to have many different levels in the organization – i.e., to attempt to hold capable employees for long periods of time in routine assignments.

e. *Fluctuating work volume*, more particularly surges that occur continually but that are unpredictable in their size and origin, could make an arrangement of work on the basis of the organizations served (discussed under "motivation" above) unworkable.

Summary

There is no set solution, but the redesigned organization on the next page is one possible approach. Below is a comparison of the two organizations.

ORIGINAL (average grade = 6.37)

6 Supervisory Claims Examiners
10 Reviewer-Authorizers, GS-7
60 Claims Examiners, GS-6

76

REDESIGNED (average grade = 5.14)

6 Supervisory Claims Examiners
1 Supervisory Claims Clerk
8 Reviewer-Authorizers, GS-7
18 Claims Examiners, GS-6
18 Claims Examiners, GS-5
11 Claims Clerks, GS-4
6 Claims Clerks, GS-3
8 File Clerks, GS-2

76

REDESIGNED ORGANIZATION

(Stenographic and typing help not shown)

Chief	GS-11
Asst. Chief	GS-10

Case Development Section

	Chief	GS-5
11	Claims Clerks (Developing cases)	GS-4
6	Claims Clerks (Examining applications)	GS-3
4	File Clerks (Maintaining files of pending and processed cases)	~~GS~~-2

Review Section

	Chief	GS-9
8	Reviewer – Authorizers	GS-7
1	File Clerk (Maintaining books of precedents of regulations)	GS-2

Claims Section "A"

	Chief	GS-8
6	Claims Examiners (Difficult cases)	GS-6
6	Claims Examiners (Less difficult cases)	GS-5
1	File Clerk (Maintaining books of precedents and regulations)	GS-2

Claims Section "B"

(Same as Section "A")

Claims Section "C"

(Same as Section "A")

NOTE: It would also be feasible to eliminate reviewer-authorizers and give signatory authority to claims examiners. Would this increase efficiency? How could review of examiners' work be accomplished? What effect would it have on examiners' grades?

It is usually feasible to arrange the work in any combination of functions.

Handout #9

Case Study in Job Enrichment

The Training Publications Division of a government agency recently installed a computerized information storage and retrieval system to assist the division in meeting its objective of providing accurate and timely information used in the preparation of various categories of training manuals and textbooks. In making the changeover to the computerized system, a keypunch unit was established within the division. John Miller, the Division Chief, feels that the keypunch section is rapidly developing into a major bottleneck due to the high errors in keypunching information onto cards for input to the computer.

The current organization of the section consists of one supervisor in charge of 15 keypunch operators. The operators keypunch a wide variety of work which is supplied by various organizations within the agency. Some jobs are small, while others can amount to as much as 5,000 to 6,000 cards. Some work comes with a due date and the remainder have been pre-scheduled on a routine basis to meet the computer's requirements.

The work is supplied to the keypunch operators by an assignment clerk who attempts to see that each operator gets exactly one-fifteenth of the work. The assignment clerk inspects the work before giving it to the operators to make sure that it is legible. If the work is not legible, she gives it to the supervisor who then returns it to the originating office. Usually, the operators have been able to process between 1,600 and 1,700 cards each day per person. Because of the exactness of the work and the expense of computer time, the work is then sent to keypunch verifiers in the main computer room for review and verification. However, some errors are not discovered until the finished job is turned out by the computer. Turnover among the keypunchers is high and many due dates for books and schedules to the computer are not met.

Mr. Miller thinks that his two worst problems are the high rate of absenteeism among the section's operators and their low output rates when they are on the job. Thus far, the operator position has attracted only female applicants, most of them between eighteen and twenty-five years old. Mr. Miller attributed his problems to three things: (1) the work is boring; (2) the operators are young; and (3) most operators are not the primary wage earners of their families.

What recommendations can you give Mr. Miller for redesigning the positions in the keypunch section for greater employee motivation?

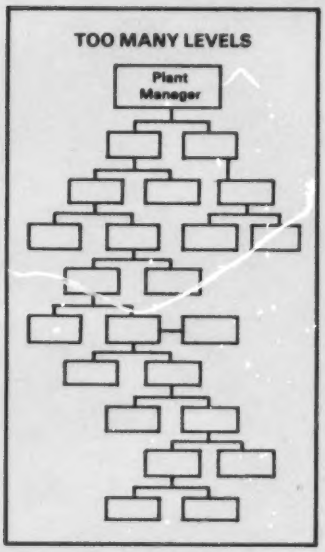
12 Hazards in Organizing

What's your organization problem? Department? Plant? Company? Makes no difference. Any one of these pitfalls may snag your operating efficiency.

TO AVOID costly mistakes when shaping your plant management structure, you'll do well to steer clear of the 12 common organizational hazards described here. These "principles in reverse" are borrowed from Kaiser Aluminum & Chemical Corporation, Oakland, Calif. Robert Goelz, supervising organization analyst, prepared them to help plant managers organize functions, direct people effectively.

Goelz, like his boss, Dr. Carlos Efferson, avoids telling managers precisely how a plant organization should be set up "because KACC's plants vary greatly in size, in products produced, in special capabilities of management people, and in many other ways."

You, too, will do best by using these hazards not as hard and fast "don't's," but as trouble-makers to be avoided if possible.



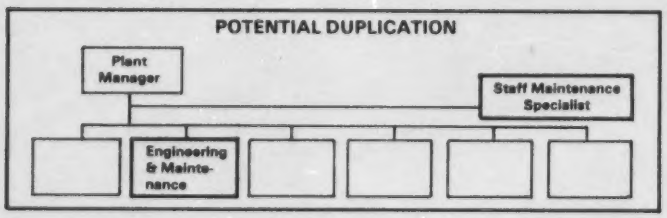
Hazard No. 1. This set-up has five strikes against it: Besides being poor for communications, decision making, and for wage and salary administration, it's costly to staff. And it cuts authorities and responsibilities so fine, it needs a Philadelphia lawyer to spell them out.

Like the old telephone game, this long chain of command can garble information that's passed down the line: *Some stuff just never trickles all the way to the bottom.* And for information that must move upward, the organizational barriers slow down matters that need quick top-level decisions. Top-level decisions are also hard to make because the plant manager is so far removed from the point of execution.

For front-line action, the numerous levels block the foreman who wants to get something done without checking too far for approval. *Take this case:* A sales representative calls the plant to change an order already on the production line. If the change requires overtime to meet delivery dates, how far up the chain of command must the line foreman go for approval? If the sales representative were to call the change in at the top of the organization, imagine how long it would take to effect the change at six or seven levels. How much production time would be lost.

With this elongated structure, there's also the added danger of wage and salary differentials becoming too narrow. This creates another administrative headache.

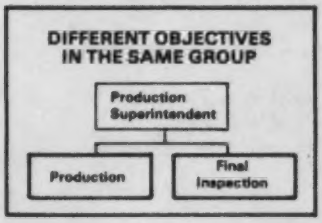
Better to cut the number of levels down as far as possible. Best rule is never to add another level until all alternative solutions to the problem have been explored.



Hazard No. 2. This "gray" set-up is loaded with trouble. Several things can happen. Overlap and duplication of effort, for instance. Or the reverse, a "you first, Gaston," kind of inaction. For others in the organization, the overlap tends to create confusion. Conflicts arising from this type of set-up may also drain the plant manager's time and attention in efforts to resolve them.

On this chart, just what is the maintenance specialist supposed to do? Plan? Does his planning aid the maintenance superintendent? Or is it just duplication? What sort of authority relationship is there between the two maintenance areas? Can responsibility for maintenance performance be pinned down? Just who *does* the plant manager turn to with a maintenance problem?

Better to consolidate functional responsibilities by assigning the maintenance specialist to the department superintendent—as a staff assistant, for instance.

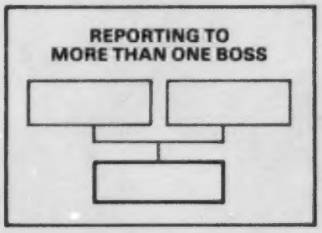


Hazard No. 3. Here one function is to get out production, the other to see that what is produced measures up to product specifications. When final inspection is combined with the output function, inspection is weakened, may lead to dilution of one interest or to harmful collusion.

Certainly the production department must also bear responsibility for quality as well as quantity. But there must be separate checks and balances. Ideally, they should be placed as high up the line as possible — typically in a quality control department reporting at the same level as the manager in charge of production. The production manager should not set the criteria by which he will be judged (standards or specifications). Nor should he be the final judge of his own success any more than a bookkeeper should audit his own books.

Production and maintenance also fall in this category. When the two are placed within the same department, there's a natural tendency to sacrifice maintenance to the pressures of getting out the product.

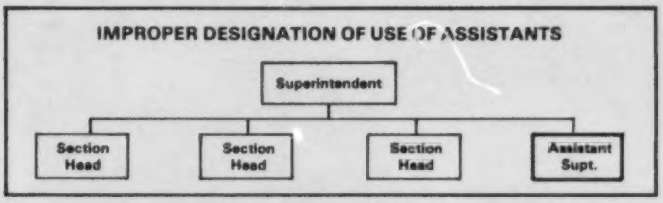
Better to keep activities with conflicting or divergent objectives separate. Move the responsibility for each as high up in the organization as possible — even though they may take place side by side on the production floor.



Hazard No. 4. An oldy—but it happens every day. Consequences: conflicting orders, confusion over priority of assignments, no one source of appeal or responsibility for the individual's training, development, promotion.

Anyone who's been caught in this nutcracker knows the dilemma: What boss's work comes first? When I get conflicting orders, whose do I follow? To whom do I owe my loyalty? Which one will pitch for me for a raise or a promotion?

Better to avoid this one at all costs. Or make the assignment on a time allocation basis—i.e., two days for Joe, three days for Pete. And be sure Joe's and Pete's assignments don't overlap.

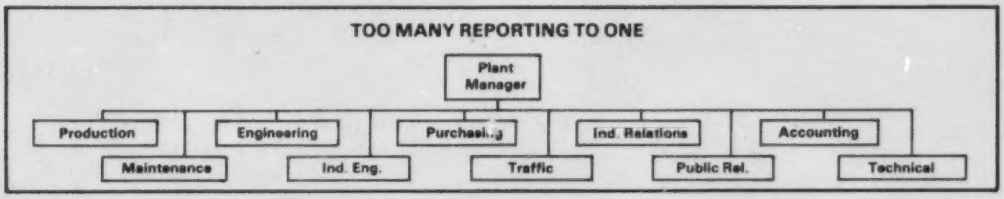


Hazard No. 5. The role of an assistant should be made perfectly clear to all concerned. Otherwise a man labeled an assistant, while still on the same organizational level with others called something less important, may be tagged by his associates as a "crown prince" or "favorite son." This leads to dissension and dissatisfaction all through the staff.

It's a fact that many such improper designations fail to show up until you put your idea of your organization down on paper. But this problem is more than a matter of charting technique.

Take this assistant. Others may not only think he is the heir apparent. They may also want to know specifically: Is he in charge when the superintendent in away? Or is he really just an "assistant to"?

Better to spell out an assistant's real function—right in his job title. Then slot him into the right organizational level.



Hazard No. 6. There's no universally "right" number of subordinates. The number that is manageable depends upon many factors. But in general this kind of structure is dangerous because it dilutes the superior's attention, often forcing him to snap decisions and to spend much of his time putting out fires rather than planning his work. It also creates problems in determining what to attend to first, and in coordinating and measuring the performances of so many who report to a single boss.

"...Chart should show strengths and weaknesses"

Further, there is potential duplication of effort in the ranks—with the danger of strong persons assuming responsibilities not really theirs.

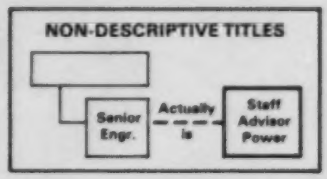
Though "span of control" is a hotly debated subject there is no doubt that somewhere for each manager there is a limit to the number of people he can effectively supervise. But in thinking of reducing the number reporting, you must also consider the disadvantages and expenses of extra vertical levels that might result—as in Hazard No. 1.

Better to look at each problem of span of management control individually in a production department involving several similar and closely related tasks, a manager may be able to provide adequate supervision for a larger number of foremen. But in the case of more difficult and complex work requiring judgment, planning, and coordination, the number of persons who can be properly supervised is more limited.

Hazard No. 7. Except that it indicates an organizational level, titles like junior or senior engineer don't tell what the engineer's function actually is. The typical manager's argument, however, is that by pinning down a man's main responsibility (power adviser here) he may lose flexibility of assignment. But descriptive titles do have this advantage—*they fix responsibility.*

Goelz and Efferson feel it's unwise to get too preoccupied with trying to get complete consistency in title and level designation. There's nothing much wrong, they say, with a manager reporting to a manager—or with having a department within a department. Any disadvantages may be offset by the benefit of people knowing exactly what they and others are supposed to do.

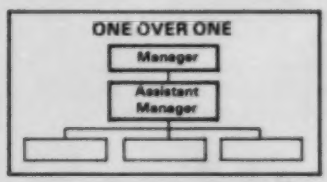
Better to select titles that make duties clear to everyone than to lean on more general titles to preserve freedom of assignment.



Hazard No. 8. Not altogether bad, but it has its risks. The assistant may become more of a barrier than an aide, function merely as a messenger boy. If so, he may consciously or otherwise slant communications, slow down decisions, isolate the manager from personal contact with other members of his department.

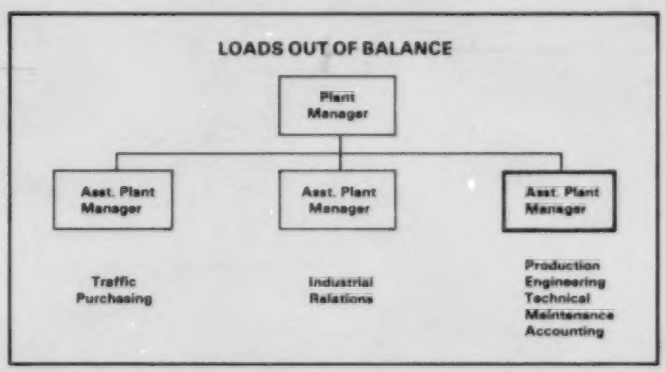
But this arrangement *can,* and *does,* work in some situations. A superior and his assistant may sit "back-to-back," one handling external matters, the other internal matters. It may be used as a training device, or as a temporary expedient when the superior is nearing retirement age. In unusual circumstances, as when the superior must do much of his work outside the plant—say, 75% or more—it may be the only solution to having an "inside" man on the job at all times.

Better to approach this structure with caution. If the assistant is in fact a staff aide, make him an "assistant to." Or, if he does have responsibility for certain functions in the department, they should be plainly spelled out—and the chart changed to show the exact role the assistant plays.



Hazard No. 9. The idea of having three assistant managers is all right—if each has about the same work load. In this case, the assistant who must carry a major plant function—production—must also carry those functions to serve him. Chances are they'll get short shrift from him. Then, too, putting traffic, purchasing, and industrial relations under the other two assistants tends to over-emphasize them in respect to other service functions.

Another serious drawback: This structure makes it difficult to de-

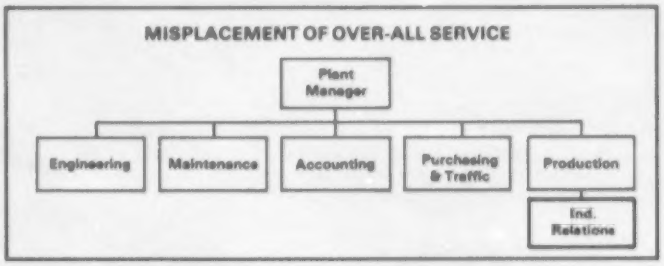


velop three active candidates for the plant manager's job. Keen competition is one of the best advantages of organizational balance.

Another kind of imbalance has to do with inequities in the *importance* of work assigned at the same level. Say the plant manager were to have an assistant in charge of production reporting at the same level as an assistant in charge of janitorial services or stores. This means that the basically important responsibility is downgraded in the eyes of the production man and his associates. And such an arrangement places on the plant manager's time unnecessary demands for details that are best supervised by someone further down the line.

Better to see that people reporting at the same level have nearly equal workloads and that the work itself is equally important.

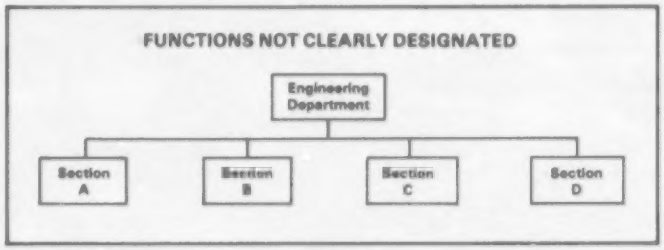
Hazard No. 10. Assigning to a single component a function that must serve the entire plant creates three problems. It restricts the subordinate department's ability to serve all components. It forces the manager (production, in this case) to divide his time between problems close to his eye and those that belong to other departments. Such a structure develops a "production orientation" in the Industrial relations group, which can short-change services issued to the plant as a whole.



Better, much better, to raise to equal and separate status any function that must serve several separate components. This is especially true of the traditional service function—such as industrial relations.

Hazard No. 11. As in No. 7, functions, like individuals, need careful labeling. Otherwise a twilight zone of overlap is created. Conflicts between department heads and between employees are unavoidable.

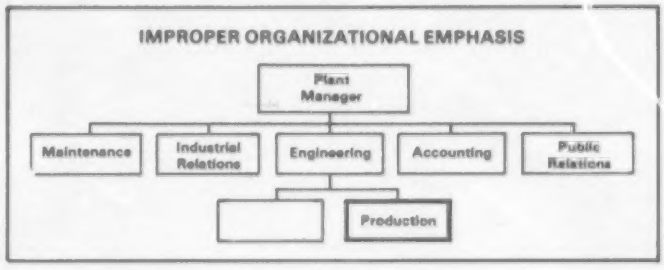
An organization chart best serves its purpose when it clearly tags each function, shows how it is staffed. When this is done properly, the chart then becomes an important guide to indicate where strengths and weaknesses may be in every area of operation.



Better to be explicit in your titles. Clearly define what a section does—e.g., (in this case) "power section," "product design section," "sales service section," "drafting," and so on.

Hazard No. 12. Here's an example of a single major function that's too far removed from the influence of the plant manager. This structure also hampers communication between production and other major functions.

This situation may look like a remote possibility, but here's the way it can come about. Assume there is a producion department in constant trouble. So the plant manager decides to put it under the chief engineer, who has shown he's a good trouble-shooter. A much better solution would have been to develop the production manager, strengthen him with a competent staff. Or, if



neither of these two approaches worked, to transfer him to a job better fitting his capabilities.

Better to decide what your major functions are. Then establish them on the same level. Idea is to keep the line of communications as short as possible. Solutions of expediency often cause serious trouble in the long run.

The Sliced-Up Card-Punchers Case

PROBLEM:

- The workload and staff of the branch have been increasing for some time and with each increase of 3 or 4 employees, a new section has been established.
- Despite the increase there is still a strong feeling among supervisors that the workload requires additional card-punch operators.
- The GS-7 Branch Supervisor is more over-worked than formerly the case, spending a great deal of time in internal coordination, adjustments in loaning and borrowing personnel among sections to match fluctuating workloads, etc.
- The GS-5 supervisors are disgruntled over career advancement opportunities, considering that they are dead-ended.
- With a total of 48 employees arranged into 10 subdivisions, there is undue fragmentation, resulting in a supervisor to employee ratio of 1:2.69.
- The average grade is fairly low: GS-3.58.

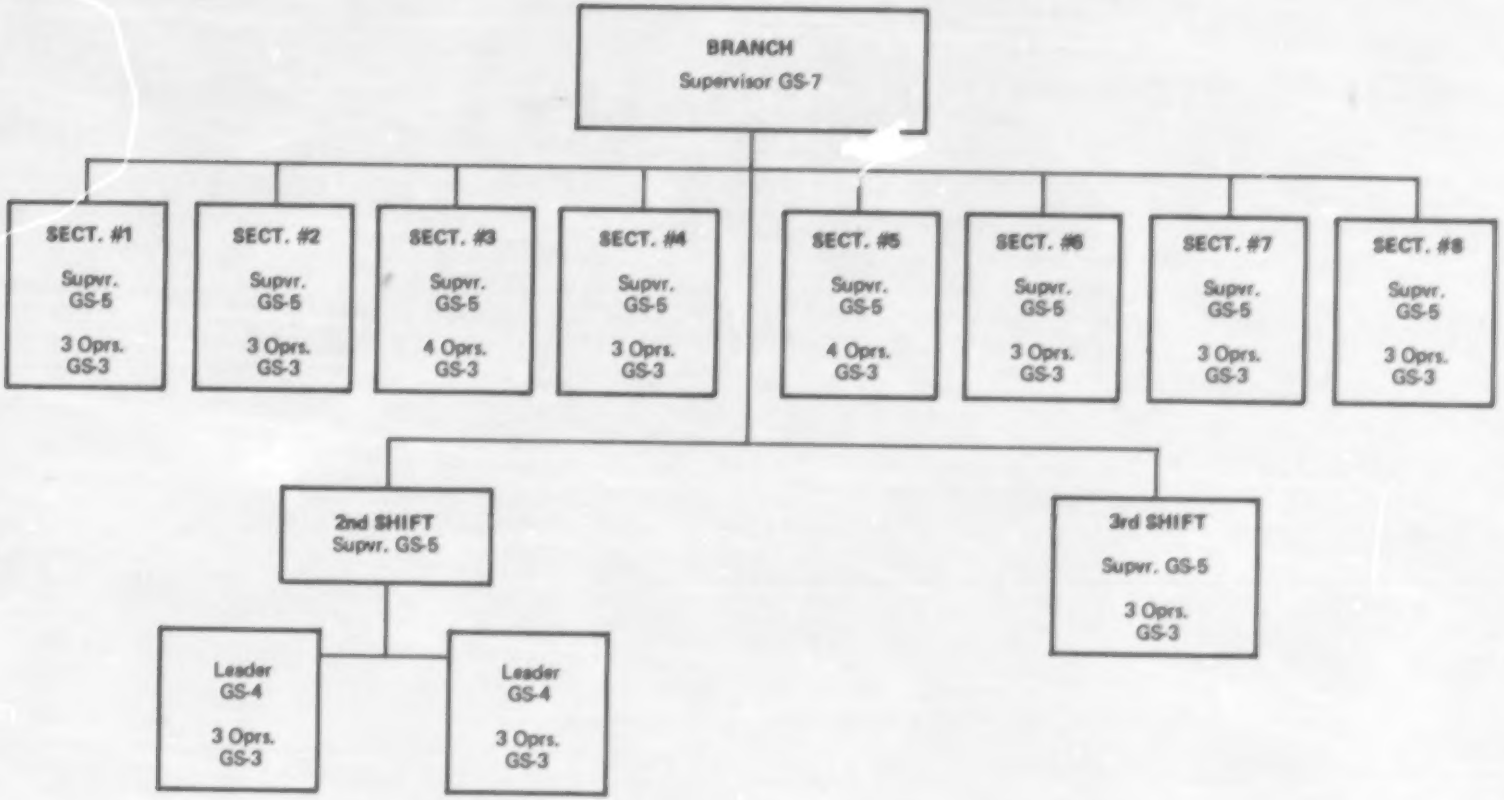
ASSIGNMENT:

The workshop groups are to propose a revised organizational and position structure to (1) improve the supervisor to employee ratio and eliminate the organizational fragmentation, and (2) provide a better career progression pattern. The total number of authorized positions is to remain at 48, and with no change in the division of personnel to the three shifts. In revising the position structure, the average grade is not to be escalated, but hopefully lowered.

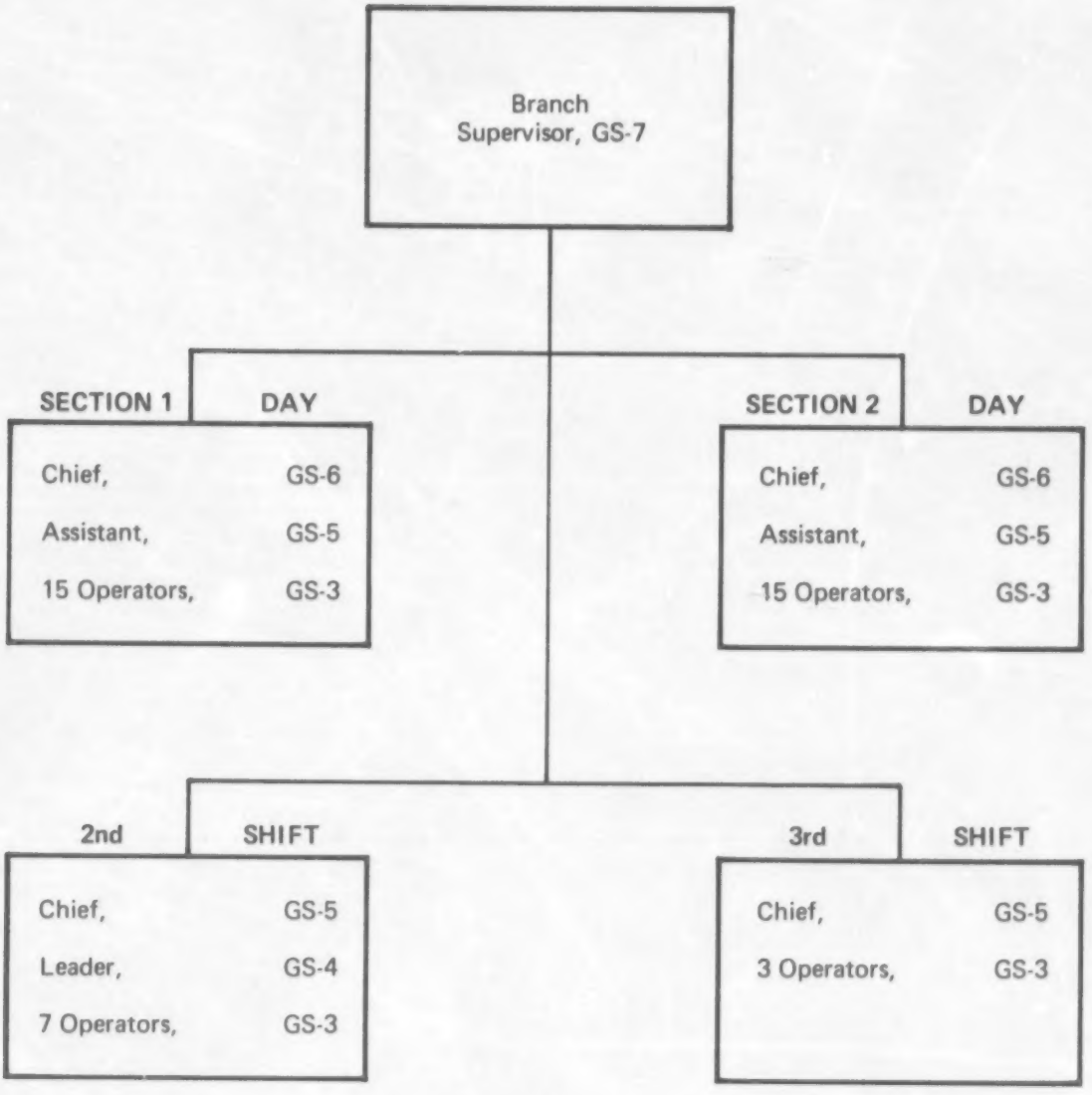
Handout #12

THE SLICED-UP CARD-PUNCHERS CASE

A card punch operating branch is organized as follows:



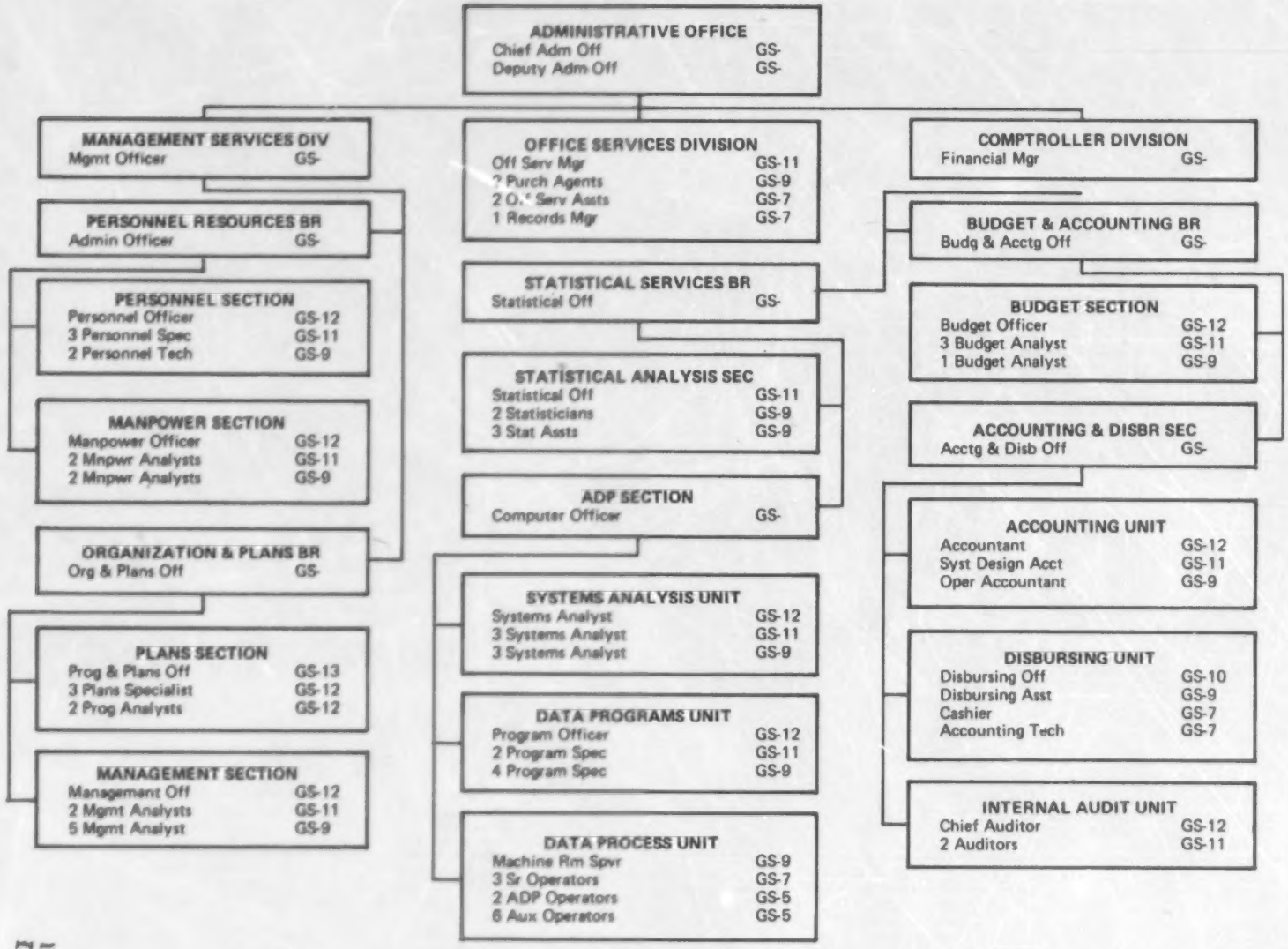
One Solution to the Card-Punchers Case



Average Grade = 3.40

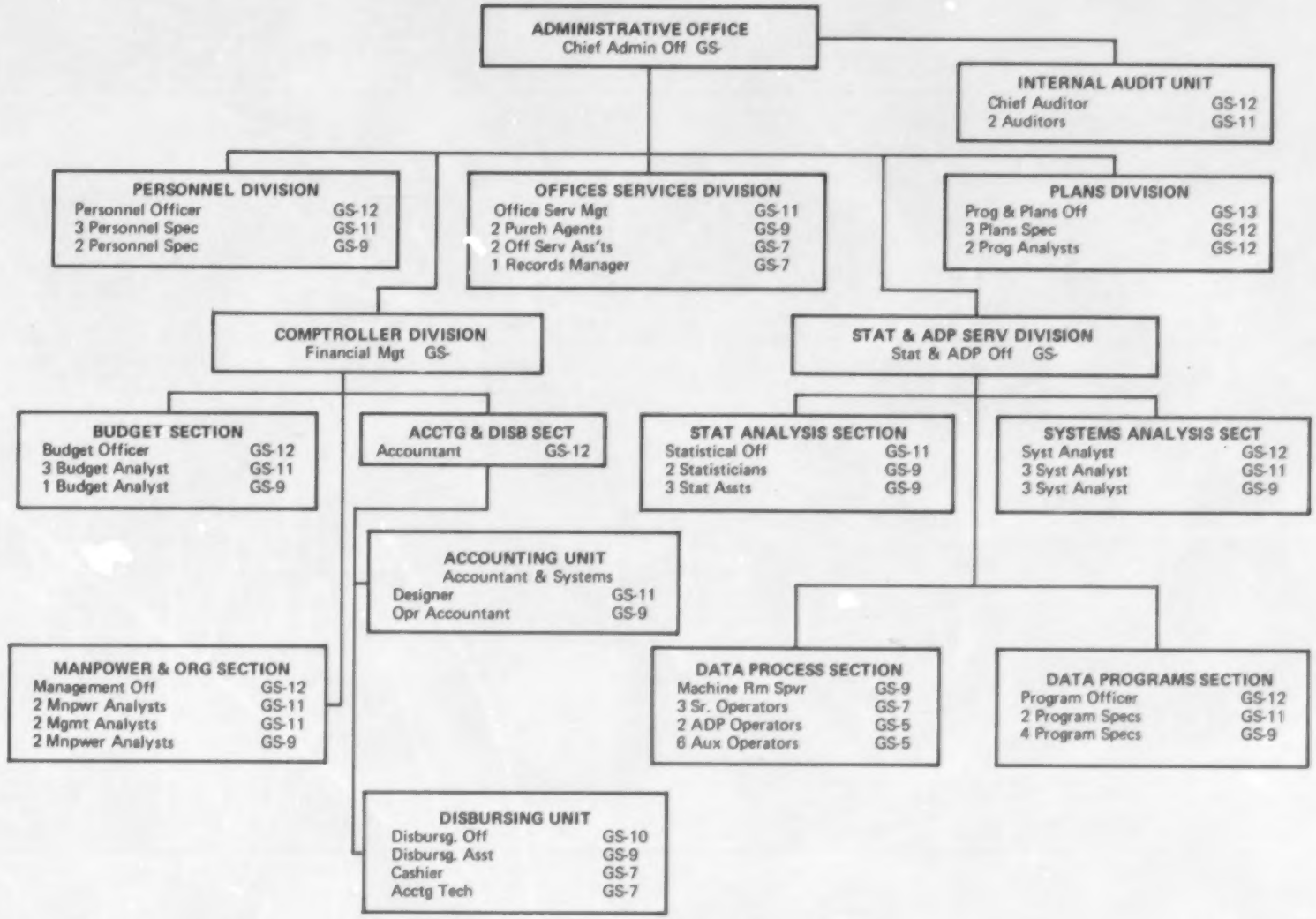
THE PYRAMID CASE – PART I

On the reverse of this sheet is an organization chart for the administrative functional activities of a small agency. The position structure, excluding clerical and support positions, is indicated by number and type of job. The grades of all but ten of the positions are shown, including all of the non-supervisory jobs and most of the lower level supervisory jobs. Based on the general concept that higher level supervisory positions progress in grade classification above the subordinate position structure, what would appear to you to be the proper grades for the ten higher level positions? Enter your conclusions for each of these 10 positions in the blank space provided on the chart. Assume that the grade classifications as shown for all the subordinate jobs are correct.


ADMINISTRATIVE OFFICE
Chief Adm Off GS-
Deputy Adm Off GS-
MANAGEMENT SERVICES DIV
Mgmt Officer GS-
PERSONNEL RESOURCES BR
Admin Officer GS-
PERSONNEL SECTION
Personnel Officer GS-12
3 Personnel Spec GS-11
2 Personnel Tech GS-9
MANPOWER SECTION
Manpower Officer GS-12
2 Mnpwr Analysts GS-11
2 Mnpwr Analysts GS-9
ORGANIZATION & PLANS BR
Org & Plans Off GS-
PLANS SECTION
Prog & Plans Off GS-13
3 Plans Specialist GS-12
2 Prog Analysts GS-12
MANAGEMENT SECTION
Management Off GS-12
2 Mgmt Analysts GS-11
5 Mgmt Analyst GS-9
OFFICE SERVICES DIVISION
Off Serv Mgr GS-11
2 Purch Agents GS-9
2 O.* Serv Assts GS-7
1 Records Mgr GS-7
STATISTICAL SERVICES BR
Statistical Off GS-
STATISTICAL ANALYSIS SEC
Statistical Off GS-11
2 Statisticians GS-9
3 Stat Assts GS-9
ADP SECTION
Computer Officer GS-
SYSTEMS ANALYSIS UNIT
Systems Analyst GS-12
3 Systems Analyst GS-11
3 Systems Analyst GS-9
DATA PROGRAMS UNIT
Program Officer GS-12
2 Program Spec GS-11
4 Program Spec GS-9
DATA PROCESS UNIT
Machine Rm Spvr GS-9
3 Sr Operators GS-7
2 ADP Operators GS-5
6 Aux Operators GS-5
COMPTROLLER DIVISION
Financial Mgr GS-
BUDGET & ACCOUNTING BR
Budg & Acctg Off GS-
BUDGET SECTION
Budget Officer GS-12
3 Budget Analyst GS-11
1 Budget Analyst GS-9
ACCOUNTING & DISBR SEC
Acctg & Disb Off GS-
ACCOUNTING UNIT
Accountant GS-12
Syst Design Acct GS-11
Oper Accountant GS-9
DISBURSING UNIT
Disbursing Off GS-10
Disbursing Asst GS-9
Cashier GS-7
Accounting Tech GS-7
INTERNAL AUDIT UNIT
Chief Auditor GS-12
2 Auditors GS-11

THE PYRAMID CASE – PART II

On the reverse of this sheet is a revised organizational plan covering the same administrative functional activities. The same basic job structure is continued for the non-supervisory positions and the lower level supervisory positions. In this plan, however, the number of vertical levels of supervision or management control is reduced from the number shown in the first version; the deputy position has been eliminated; the "branch" level of organization has been discontinued; and there is a horizontal spread to five segments, instead of three, at the same organizational level. Based on the concept of grading progression up the organizational ladder as followed in the first part of this case study, what would appear to be the proper grades for the three higher level positions for which no grades are shown? Enter your conclusions in the blank spaces provided.


ADMINISTRATIVE OFFICE
Chief Admin Off GS-
INTERNAL AUDIT UNIT
Chief Auditor GS-12
2 Auditors GS-11
PERSONNEL DIVISION
Personnel Officer GS-12
3 Personnel Spec GS-11
2 Personnel Spec GS-9
OFFICES SERVICES DIVISION
Office Serv Mgt GS-11
2 Purch Agents GS-9
2 Off Serv Ass'ts GS-7
1 Records Manager GS-7
PLANS DIVISION
Prog & Plans Off GS-13
3 Plans Spec GS-12
2 Prog Analysts GS-12
COMPTROLLER DIVISION
Financial Mgt GS-
STAT & ADP SERV DIVISION
Stat & ADP Off GS-
BUDGET SECTION
Budget Officer GS-12
3 Budget Analyst GS-11
1 Budget Analyst GS-9
ACCTG & DISB SECT
Accountant GS-12
STAT ANALYSIS SECTION
Statistical Off GS-11
2 Statisticians GS-9
3 Stat Assts GS-9
SYSTEMS ANALYSIS SECT
Syst Analyst GS-12
3 Syst Analyst GS-11
3 Syst Analyst GS-9
ACCOUNTING UNIT
Accountant & Systems
Designer GS-11
Opr Accountant GS-9
MANPOWER & ORG SECTION
Management Off GS-12
2 Mnpwr Analysts GS-11
2 Mgmt Analysts GS-11
2 Mnpwer Analysts GS-9
DATA PROCESS SECTION
Machine Rm Spvr GS-9
3 Sr. Operators GS-7
2 ADP Operators GS-5
6 Aux Operators GS-5
DATA PROGRAMS SECTION
Program Officer GS-12
2 Program Specs GS-11
4 Program Specs GS-9
DISBURSING UNIT
Disbursg. Off GS-10
Disbursg. Asst GS-9
Cashier GS-7
Acctg Tech GS-7

THE CASE OF THE UNDONE ENGINEERS

Case Facts

An agency headquarters Engineering Office has a non-supervisory workforce of 50 employees in professional engineering, engineering technician, engineering aid, engineering drafting, construction inspecting and supporting clerical occupations. For some time the supervisory officials in the office have recognized that problems exist in staffing the organization and in the general employee morale. The office has had a high turnover rate. There is a good deal of employee dissatisfaction, particularly among the lower grade professional employees over opportunities for advancement, and continuing requirements for the performance of work below their capability after reasonable training on the job. The supervisory officials have made repeated requests to classify a number of the jobs to higher grades, without success. They agree that it would be desirable to assign higher grade engineering work to the lower grade engineering positions. However, such work could only come from the positions of the higher graded engineers. Certain prior experiences they have had present sufficient forewarning that such action would put the classification of the higher graded engineering positions in jeopardy. Thus, the operating officials consider that their problems are rooted in the Personnel Office, and in position classification administration in particular.

Matters are brought to a head when the designated management authority of the agency responsible for dealing with employee organizations receives a visit from the President of the exclusively recognized local of the employee union. This official indicates that he wishes to review some matters in the interest of the group of GS-7 and GS-9 professional engineers who are members of the employee organization and in the bargaining unit. He discusses the problem of promotion opportunities and the practices in the Engineering Office in assigning work to lower grade professional engineers. In the latter regard he contends that an unusually high percentage of the work is routine and non-engineering in character. The view is expressed by this official that if the work was assigned more realistically, the jobs would be classified higher, the employees could be promoted, and overall job satisfaction and morale would be better. In conclusion, the union local president indicates that the discussion is preliminary to initiating a grievance.

The Personnel Officer and the responsible classification specialist are immediately brought into the matter to consider and formulate a possible resolution. They review the non-supervisory job classification structure of the Engineering Office. The following table is a summary of the staffing authorization of the office, by occupation and grade.

Occupation	Total Jobs	2	3	4	5	7	9	11	12	13	14
Clerical	4	1	2	1							
Engineering Aid	5		1	1	2	1					
Engineering Draftsman	4				3	1					
Construction Inspection	6					5	1				
Engineering Technician	1						1				
Professional Engineer	30					2	8	9	8	2	1
	50										

In discussing the job structure with the classification specialist in some detail, the Personnel Officer is informed of certain points that the classifier feels are relevant. The supervisory officials have been most reluctant to utilize engineering technicians, stressing the limitations thereby imposed on flexibility in assigning work in the organization. The one technician job exists to accommodate an old experienced employee who cannot qualify under examining and testing criteria for placement in a position classified as a professional engineer. In-hiring of professional engineers is at GS-7 with promotion to GS-9 after completion of training. Originally the GS-9 position was a rather automatic stepping stone into GS-11 positions. However, as the engineering staff grew over a period of time there was not enough GS-11 work to allow for more engineering positions properly classifiable to this grade.

The classifier also states that as things currently exist there is considerable job dilution and many of the lower grade engineering personnel, including some in grade GS-11, perform very little work that can be truly classed as professional engineering. The Personnel Officer seizes upon this as having a significant bearing upon the problem. He requests some specific details in this regard.

To comply with this request, the classification specialist makes a thorough study of the official job description for each position in the Engineering Office. As necessary, he supplements the data in the job sheet by personal contact with individual employees and supervisors in the organization.

Using task analysis techniques, each job is reviewed to determine the different occupational kinds of work and the levels of these different kinds of work that are present in each job. Percentages of time for the various kinds and levels of work as shown in the job sheets are determined and converted to approximate manhours of work. From this data a final tabulation is prepared as shown below, to indicate the proportionate workload in the Engineering Office as represented by the different occupational kinds and levels of work, considering all of the 50 non-supervisory positions in combination.

Occupation	% of Total Work	% Converted to Jobs	Distribution of Work by GS Level (in percentages) 2	3	4	5	7	9	11	12	13	14
Clerical	8	4	20	50	30							
Engineering Aid	12	6		20	30	25	25					
Engineering Draftsman	24	12			10	70	20					
Construction Inspection	10	5					85	15				
Engineering Technician	14	7					50	30	20			
Professional Engineer	32	16						10	20	40	20	10
	100%	50 Jobs										

When this data is given to the Personnel Officer he reviews and discusses the findings with the supervisory officials in the Engineering Office, and with the top management authority of the field establishment. Some positive conclusions are jointly reached by these officials concerning the present degree of skills utilization, and refinements that are desirable in both the design of individual positions and their classification for better skills utilization in the future. Also, there is discussed the immediate problem of dealing with the union, and what management might face in a grievance by the union over contract violation, if pursuded to arbitration.

Case Questions

1. Assuming that with proper work organization the professional engineers could perform professional work for 80-90 percent of their time, do you consider that the present engineering staffing is realistic?

2. What would appear to be the approximate number of professional engineers needed to adequately staff the Engineering Office, considering the 80-90% utilization factor, giving due regard to trainee intake with productivity loss, and taking related factors into account?

3. Does the data available tend to suggest that the lower grade engineers are performing only a minimum amount of professional engineering work? What are the areas of apparent occupational understaffing, which likely accounts for the performance of non-professional work by the professional engineers?

4. What problems, if any, exist in attempting to effect an occupational and grade adjustment in the job structure? What are your views concerning the timing of any actions of this nature?

ANSWERS TO UNDONE ENGINEERS WORKSHOP QUESTIONS

1. The table on current staffing indicates that there are a total of 30 professional engineers working in the Engineering Office. However, the data developed indicates that there are only 16 man years of professional engineering work to be accomplished. Thus, each professional engineer is obviously performing a very large amount of less than professional work. Thus, it can be concluded from the facts that the professional staffing is too rich and is unrealistic.

2. On a purely mathematical basis the professional engineering staff could be reduced to a minimum of 20, considering the 80-90% utilization factor. However, this might not be realistic if there are peak and valley workload conditions, and very possibly a staff of 22 to 24 professional engineers could be supported. Planned in-take of personnel to meet projected turnover by retirement might well vary the number at any given point in time.

3. The case facts as presented, with the employee complaint and the union concern, plus the data shown on man years of work, provide evidence of performance of non-engineering work by the lower graded engineers. Occupational understaffing is obvious in the engineering aid, engineering drafting and engineering technician fields.

4. The staffing realignment presents a serious problem to management at this stage. It should have been more alert to the situation earlier, not allowing the imbalance in staffing to reach the present proportions. It is not in management's best interest to now move rapidly with job reclassifications, adverse personnel transactions, etc. The best solution is to set staffing adjustment objectives, hopefully to be attained through attrition, out-placement assistance, and similar means.

POSITION MANAGEMENT CHECK-LIST

A. ON POSITION ESSENTIALITY

(1) **Mission**

(a) Is the mission itself suitable in all respects?

- Is it current?
- Are all the tasks it calls for truly necessary?
- Are any of the tasks unduly demanding in terms of speed or quality?

(b) Is the mission changing?

- If so, what is being added, deleted, or otherwise being changed?
- Will the change be continuing or only temporary?

(c) Is there a clear need for each position in terms of the mission?

- Is the work of some positions sporadic or seasonal? If so, can it be absorbed by other positions?
- Were some positions established to provide superspeed, superservice, or a superperfect product? If so, does the need still exist?
- Is the ratio of overhead to action positions too high?

(d) Are some aspects of the mission not performed, or not performed with sufficient effectiveness?

- Why not?
- What effect has this had?
- Are additional positions needed?

(e) Are additional functions performed?

- Why?
- Must/should they?
- What would be the effect if they were not?

(2) **Workload**

(a) What is the workload? Is it stable or fluctuating?

(b) Are there any workload trends?

(c) What has performance been in relation to the workload? Is there a backlog? What problems does it cause?

(d) Do any work standards exist (predetermined, standard data, staffing patterns, historical standards, technical estimates?)

(e) Can work standards be established during the survey (time study, work sampling, historical, technical estimates?)

(3) **Priorities**

(a) What is the relative importance of each area of work, considering:

- Its relation to basic mission capability?
- Its relation to activity effectiveness in carrying out the mission?
- Authoritative expressions of priority?

(b) Is it feasible to understaff the less important work, in order to fully staff the more important?

(c) What impact do ceiling constraints have? If additional staff is being considered, is additional ceiling feasible?

(4) **Organization theory**

(a) Is the span of control too narrow/broad? Is there too much layering?

(b) Are there instances of undue fragmentation, creating the need for unnecessary supervisory positions?

(c) Are all deputy positions truly needed?

B. ON ORGANIZATION STRUCTURE

(1) **Technical process**

(a) How well does the structure accommodate the work flow?

(b) Does the structure help or hinder necessary communication? Is closely related work associated organizationally?

(2) **Organization theory**

(a) Is the present division by function/product the most appropriate for the work performed?

(b) Should there be more centralization/decentralization of authority?

(c) Does the organization appear to be unnecessarily complex?

C. ON JOB DESIGN

(1) **Technical process**

Do job designs reflect efficient procedures, methods, layout, use of equipment?

(2) **Motivational theory**

(a) Are there instances where jobs should be "enlarged"?

(b) Is there sufficient delegation of authority?

(c) Do job designs provide sufficiently for career progression?

(3) **Practical personnel factors**

(a) How adequately do present/contemplated job designs accommodate the special skills, experience, and potential of the present staff?

(b) What classifications would result from contemplated job designs?

(c) How realistic are these designs in relation to internal or external staffing possibilities?

(d) Is it feasible to develop necessary skills through training?

(e) Do job designs reflect the needs of the socially oriented programs (e.g., Operation MUST)?

(f) Do they violate provisions of union agreements?

(4) **Economy**

Is job design reasonably economical? For example:

- Are there instances where the average grade of a segment substantially exceeds the average level of tasks performed? Why?
- What is the proportion of seniors, journeyman, juniors, helpers? How does it compare with the proportion of the workload calling for each type of skill?

FACTORS BEARING ON ALL AREAS

(1) What indications are there of good/poor morale? What "irritants" to good operations? Are turnover and sick leave rates normal, low, or high re comparable groups? Is the informal organization compatible with management goals?

(2) What staffing changes are anticipated?

- Retirement?
- Other attrition?
- Accessions?
- Other staffing changes?

Organizing to Develop a Position Management Plan of Action

Each work group is to identify one specific objective for a station-level position management program and then formulate a brief plan of action for achieving that objective. Plans should contain:

a. The specific staff and line officials among station management who are involved in the objective and the responsibilities of each;

b. Sources for pertinent data to be used in working toward the objective and establishing controls to monitor progress; and

c. A target date for completion of the objective, and, using Handout #18 as a guide, a step-by-step explanation of the approach to be used.

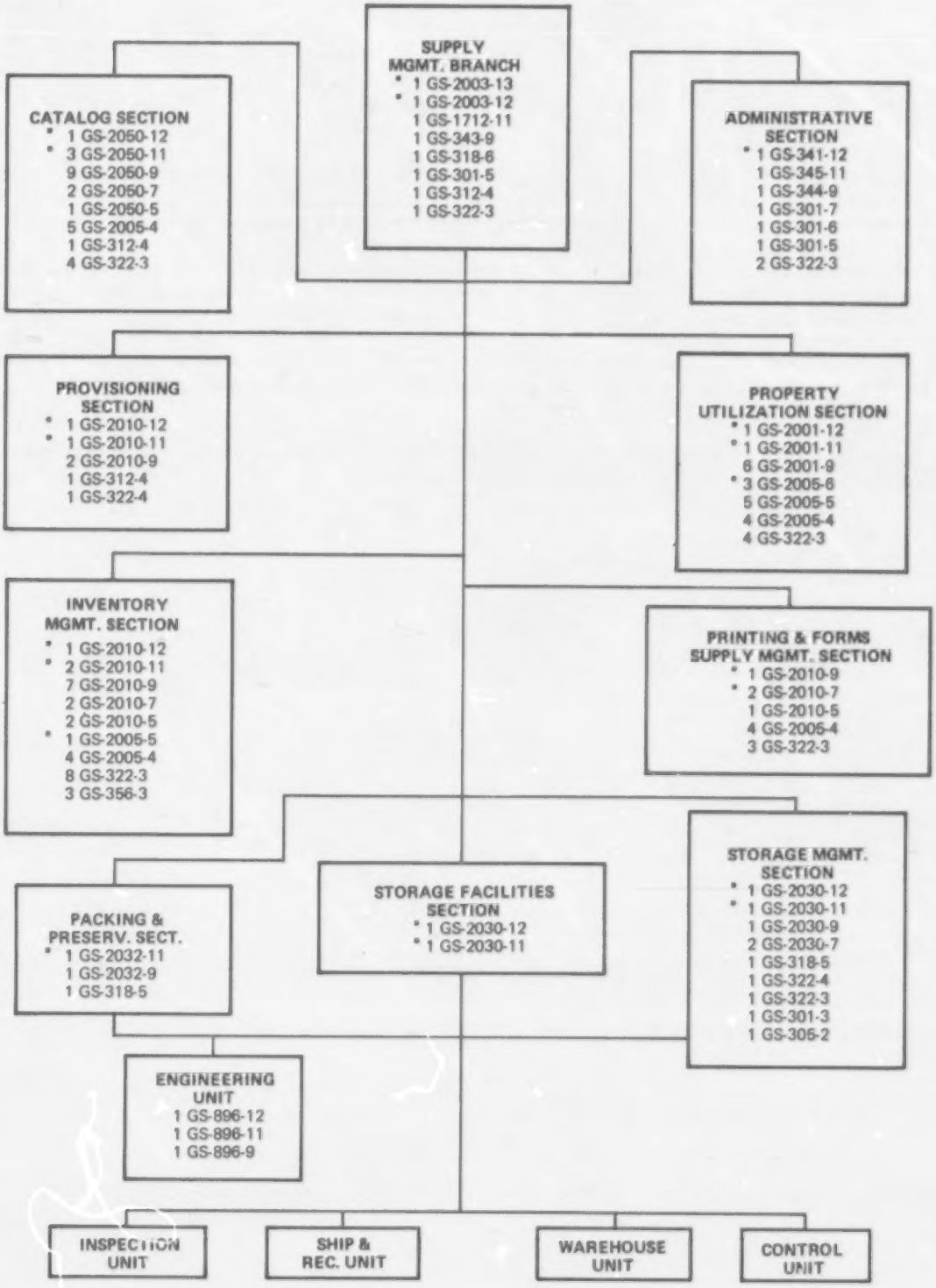
The Case of the Over-Supplied Supply Branch

In this workshop you are a member of your station's Position Management Committee. The matter of concern currently before the Committee is the development of a management plan of action to make some improvements in the Supply Branch which has been plagued by a number of position management problems.

On the next two pages are shown the organizational structure and position staffing data for the Supply Branch. Following this is specific factual information from which "subcommittees" of your station PM Committee will be tasked to reach certain conclusions related to one or more of the objectives above.

As each subcommittee studies its assigned part of the problem, it should conclude with proposed management actions that move toward the objectives, such as reducing the staffing or the average grade.

Worksheets are provided for recording the specific action considered to be appropriate. Finally, there is a summary sheet for entering specific results to be attained from the proposed management actions, such as actual number of positions reduced from total staffing and grade points saved.


SUPPLY MGMT. BRANCH
* 1 GS-2003-13
* 1 GS-2003-12
1 GS-1712-11
1 GS-343-9
1 GS-318-6
1 GS-301-5
1 GS-312-4
1 GS-322-3
CATALOG SECTION
* 1 GS-2050-12
* 3 GS-2050-11
9 GS-2050-9
2 GS-2050-7
1 GS-2050-5
5 GS-2005-4
1 GS-312-4
4 GS-322-3
ADMINISTRATIVE SECTION
* 1 GS-341-12
1 GS-345-11
1 GS-344-9
1 GS-301-7
1 GS-301-6
1 GS-301-5
2 GS-322-3
PROVISIONING SECTION
* 1 GS-2010-12
* 1 GS-2010-11
2 GS-2010-9
1 GS-312-4
1 GS-322-4
PROPERTY UTILIZATION SECTION
* 1 GS-2001-12
* 1 GS-2001-11
6 GS-2001-9
* 3 GS-2005-6
5 GS-2005-5
4 GS-2005-4
4 GS-322-3
INVENTORY MGMT. SECTION
* 1 GS-2010-12
* 2 GS-2010-11
7 GS-2010-9
2 GS-2010-7
2 GS-2010-5
* 1 GS-2005-5
4 GS-2005-4
8 GS-322-3
3 GS-356-3
PRINTING & FORMS SUPPLY MGMT. SECTION
* 1 GS-2010-9
* 2 GS-2010-7
1 GS-2010-5
4 GS-2005-4
3 GS-322-3
PACKING & PRESERV. SECT.
* 1 GS-2032-11
1 GS-2032-9
1 GS-318-5
STORAGE FACILITIES SECTION
* 1 GS-2030-12
* 1 GS-2030-11
STORAGE MGMT. SECTION
* 1 GS-2030-12
* 1 GS-2030-11
1 GS-2030-9
2 GS-2030-7
1 GS-318-5
1 GS-322-4
1 GS-322-3
1 GS-301-3
1 GS-305-2
ENGINEERING UNIT
1 GS-896-12
1 GS-896-11
1 GS-896-9
INSPECTION UNIT
SHIP & REC. UNIT
WAREHOUSE UNIT
CONTROL UNIT

GENERAL INFORMATION ON THE POSITION STRUCTURE

All supervisory positions are identified on the chart with an asterisk (*). Where there is a "one over one" structure, such as in the Branch Office and Storage Facilities Section, the second position is a deputy or assistant supervisory job. In other instances, the several supervisory jobs are established over subordinate work groups or units within the individual sections.

Of the 131 "GS" positions, 25 of them, as shown by asterisk, are supervisory jobs. Two are in the Storage Facilities Section, and direct a total blue collar workforce in the subordinate Inspection, Shipping and Receiving, and other units. Discounting these two "GS" supervisory jobs, otherwise within the Supply Management Branch among the "GS" positions, the supervisor to employee ratio is 1:4.60.

Average grade data is as follows:

Grade	Number of Positions	Grade Points
GS-2	1	2
GS-3	27	81
GS-4	22	88
GS-5	14	70
GS-6	5	30
GS-7	9	63
GS-9	30	270
GS-11	13	143
GS-12	9	108
GS-13	1	13
TOTALS	131	868

AVERAGE GRADE: GS-6.626

The occupational code designations appearing between the "GS" and grade level figures relate to the subject-matter fields as shown below:

301 - General clerical
305 - Mail and file
312 - Clerk-Stenography
318 - Secretarial
322 - Clerk-typing
341 - Administrative management
343 - Management analysis
344 - Management clerical assistance
345 - Program Analysis and Evaluation
356 - Card punching
896 - Industrial engineering
1712 - Subject-matter training
2001 - General utilization
2003 - Supply program management
2005 - Supply clerical
2010 - Supply inventory management
2030 - Storage facility management
2032 - Preservation & packaging
2050 - Supply cataloging

Objectives To Be Attained

The station Position Management Committee has identified the following specific objectives to be attained through the concerted efforts of the subcommittees:

1. The organizational fragmentation in the Supply Management Branch is to be corrected by organizational consolidations. This, along with other actions, should result in a better supervisor to employee ratio. The goal in the latter respect is something approaching a 1:6.5 or better ratio.

2. The poor organizational arrangement concerning the Engineering Unit needs to be corrected.

3. Specific position structural changes should be accomplished to eliminate job dilution in relation to factual data to be set forth later.

4. The overall "GS" staffing in the organization over a fiscal year period is to be reduced from the present 131 down to 118 employees.

5. The average grade is to be deescalated from the present average of GS-6.626 to an average of GS-6.50 in the same fiscal year period. With the overall staff reduced to 118 employees, the total grade points must be down to 767, 101 less than the present figure of 868, in order to attain the GS-6.50 grade average.

The blue collar staffing in the units of the Storage Facilities Section is not shown. This staffing is to be ignored in considering the case and arriving at proposed management actions.

Part I – Organizational Consolidations

The span of control from the Branch level extends to 9 different subordinate sections. There is a good deal of "close relatedness" occupationally among some of the separately established sections. Provisioning is a speciality assignment within the overall field of inventory management. Inventory management of printing materials and forms is not different from inventory management of other general commodities in any real sense. The Storage Facilities Section performs the operating storage and warehousing functions, while the Storage Management Section performs staff work, and operates a program of outlying contract storage operations. Preservation and packaging is closely allied with the storage operation, in initial storage, and processing items out for distribution.

With these facts, what organizational consolidations would you propose?

By these organizational consolidations, what supervisory positions would you suggest be eliminated?

NOTE: Post your staff reduction and grade point savings to the summary worksheet at the end of the case.

Part II – Improved Spans of Control

The spans of control for subordinate first line supervisory jobs within several of the individual sections deserve particular scrutiny. These are as follows:

The 3 GS-2050-11 supervisory jobs in the Catalog Section which supervise a total of 12 substantive subject-matter positions and 10 support positions.

The 3 GS-2005-6 supervisory jobs in the Property Utilization Section which supervise a total of 13 subordinate positions.

What others can you find that look suspicious?

What specific supervisory positions, if any, would you propose be eliminated, thereby improving spans of control in the total branch?

NOTE: Post your staff reduction and grade point savings to the summary worksheet at the end of the case.

Part III – Correcting Engineering Unit Organizational Problem

The organizational arrangement for the Engineering Unit reflects that the group of industrial engineers work under the direction of three different section chiefs, depending upon the particular nature of the engineering job. They serve the Storage Management Section in original design and installation of mechanization in the storage

operation, the Storage Facilities Section in maintaining and repairing the mechanized systems installed, and the Packaging and Preservation Section in equipment design, installation and maintenance to apply preservatives and to package items for storage or shipment.

What is your solution to the organizational problem presented by the Engineering Unit?

NOTE: Post any staff reduction and grade point savings to the summary worksheet at the end of the case.

Part IV – Improving Position Structure to Eliminate Job Dilution

Task and job analysis in the organization, along with advice from classification specialists, indicates that the substantive work in the Catalog, Property Utilization and Inventory Management Sections is generally within the range of two difficulty levels. These levels are both GS-7 and GS-9, and the workload in these three sections is about equally divided among these two different difficulty levels. The GS-5 positions in the substantive fields can be counted as the equivalent of GS-7 positions, since the employees will progress in training to eventually perform the less difficult work in these different sections.

Considering the above, what job redesign or restructuring do you consider to be appropriate?

NOTE: Post your staff reduction and grade point savings to the summary worksheet at the end of the case.

Part V – Lapsing of Vacant Positions

The annual turnover rate for positions in grade levels up through GS-5 has been averaging between 15 and 20%. On this basis it may be reasonably projected that most likely some 10 employees in these grade levels might resign, transfer, retire, or otherwise leave, creating vacancies in the organization. Experience has indicated that the clerical support workload is heavy, however, and that mission needs will demand that no more than one vacancy out of every 3 be lapsed.

The annual turnover rate among GS-7 and GS-9 substantive workers has been in the range of 10 to 12%.

What do you consider to be the maximum management might plan for the forthcoming fiscal year to gain toward meeting its objectives in overall staff reduction and grade deescalation on the basis of these facts?

NOTE: Post your staff reduction and grade point savings to the summary worksheet at the end of the case.

Part VI – Lower Entry Level Hiring in Filling Vacancies

Considering the facts on turnover set forth in Part V above, lower entry level hiring might well contribute to some grade point savings. Also, this might be expected to improve the agency situation concerning EEO and Upward Mobility.

What entry level hiring in filling of vacancies based on the data given in Part V, above, would you recommend?

NOTE: Post your staff reduction and grade point savings to the summary worksheet at the end of the case.

TRANSPARENCIES

SUMMARY WORKSHEET

Specific Management Actions Proposed	Results: Supervisory Jobs Eliminated	Total Staff Reductions	Grade Points Saved
Part I - Organizational Consolidations			
Part II - Improved Spans of Control			
Part III - Correcting Engineering Unit Organizational Problem			
Part IV - Improving Position Structure to Eliminate Job Dilution			
Part V - Lapsing of Vacant Positions			
Part VI - Lower Entry Level Hiring in Filling Vacancies			
TOTALS			

OBJECTIVES

The objectives of this training are to enable participants to be able to:

1. Define position management and tell why there is concern for it.
2. State their responsibilities and describe the obligations they have as an official with position management authority.
3. Identify potential advantages and disadvantages of alternate organizational structures.
4. Analyze tasks and work operations as a basis for designing positions that will bring about maximum utilization of skills at the least possible cost.
5. Develop a plan for management action to meet position ceiling and average grade goals.

POSITION MANAGEMENT IS

the assignment of duties to positions and the structuring of positions to form an organization that provides for the orderly and economical accomplishment of work through efficient methods and practices while effectively developing and utilizing employee skills and abilities.

COST TO BENEFIT CONSIDERATIONS

Involve analysis to determine the relative advantages and disadvantages of varied possible arrangements of work organization and position design.

A full cost to benefit analysis involves total management consideration in the sense of

MANPOWER

MONEY

MATERIAL

METHODS

FACTORS TO BE CONSIDERED IN EFFECTIVE POSITION PLANNING

1. Delegation of authority commensurate with assigned responsibilities.
2. Establishing a reasonable supervisory span of control.
3. Distinguishing supervision from production.
4. Making effective use of employees' skills.
5. Keeping different duties at approximately the same skill level.
6. Concentration of duties requiring special skills or training.
7. Impact of technological changes in machinery, systems, and facilities on manpower needs.
8. Requirements for training and skills upgrading.
9. Requirements for contacts with other employees, Government officials, and the general public.
10. Public policy.

QUESTIONS TO ASK IN THE

POSITION PLANNING PROCESS

What is the work to be done?

What are the nature and condition of materials received?

What changes are to be made in materials?

What processes are to be used?

What is the product to be delivered?

How can the work be divided into operations, duties, tasks, and responsibilities?

How can the work area be laid out?

What manpower resources are required and are they available?

What initial and continuing training will be required?

What alternatives are available in production processes regarding work assignments, equipment, and skills required?

JOB ANALYSIS TERMS

ELEMENT – the smallest unit into which work can be divided without analyzing separate motions or mental processes.

TASK – a distinct, identifiable work activity that constitutes one of the logical and necessary steps in the performance of a job (usually consists of several elements).

DUTY – a large segment of the work performed by an individual and may include any number of tasks.

POSITION – consists of one or more duties requiring the services of one worker.

OCCUPATION – a grouping of jobs which are similar in terms of the skills, knowledges, or abilities required.

A TASK STATEMENT WILL SHOW:

1. What the employee does, by using a specific *action verb* which introduces the task statement.

2. To whom or to what the employee does it, by stating the object of the verb.

3. What is produced, by expressing the expected outcome of the verb.

4. What materials, tools, procedures or equipment are used.

A SAMPLE TASK STATEMENT
FOR A STAFFING ASSISTANT IS:

"Questions applicants for employment in order to record personal and work background on SF-171 using procedures outlined in the operating manual."

FIVE BASIC RULES IN JOB DESIGN

- Design positions along homogeneous lines to the greatest extent possible.
- Purify to the greatest extent possible all high level professional and technical positions.
- Career structuring is essential in any work organization.
- Job design must take place with recognition of labor market conditions.
- Job design must take place with consideration to the human element.

HERZBERG'S MOTIVATORS

1. Sense of achievement
2. Earned recognition
3. Interest in the work itself
4. Opportunity for growth
5. Opportunity for advancement
6. Importance and responsibility
7. Peer and group relationships
8. Pay
9. Fairness of the supervisor
10. Employer's policies and rules
11. Status
12. Job security
13. Friendliness of the supervisor
14. Working conditions

A PLAN OF ACTION

ONE: Set objectives

TWO: Gather Data

THREE: Develop an Approach

FOUR: Establish Controls

FIVE: Assess Results